City of Toronto Housing Department

Policy and Research Section

Research Report #91-004
Review of the Dan Harrison Community Complex

A Community Plan for Improving the Quality of Life in a Cityhome Development

July 1991

Daniel Burns, Commissioner

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A REVIEW

of the

DAN HARRISON COMMUNITY COMPLEX

July, 1991

Presented by: **Dan Harrison Community Complex Working Group**
Prepared for: **City of Toronto Non-Profit Housing Corporation (Cityhome)**

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A Review of the Dan Harrison Community Complex

EXECUTIVE SUMMARY

Background

The 376 unit Dan Harrison Community Complex (DHCC) housing development is owned and managed by Cityhome, the City of Toronto's non-profit housing corporation. Saved from the wrecker's ball in the 1970s heyday of neighbourhood community action, this development in many ways collectively represents one of the City's earliest attempts to make the most effective, yet sensitive, use of existing and new construction in meeting the housing needs of people living in a Toronto neighbourhood.

Concerns about a deteriorating quality of life at the project, related to the residents as well as to the facilities themselves, led the Cityhome Board in July 1990 to authorize the General Manager to undertake a comprehensive review of the development. Using a community development approach, Cityhome's objectives were to:

i) build an even stronger community, based on the ties that exist;
ii) address the design issues; and
iii) address the management issues related to resolving these concerns, including consideration of tenant management.

The Review's major elements were:

i) Development of a committed 15-member Working Group (WG) of stakeholders from both inside and outside the Corporation;

ii) Establishment of a Coordinating Committee made up of key Cityhome management personnel plus the Tenants' Association President. Their role was to examine, anticipate and process issues and potential obstacles of an organizational nature which flowed from the Working Group;

iii) Data Collection primarily through 20 Key Informant interviews, 171 tenant surveys, 106 tenant interviews and numerous focus groups; and

iv) Related Pilot Initiatives begun through the Working Group in an effort to illustrate, through action and outcome, the potential of a community development approach to meeting the emerging needs of the DHCC community.

Context

The original project developers' objectives included ensuring a mix of incomes, a mix of accommodation, and resident participation in the conception, realization and operation of the project.

Thus, the project design included consideration for housing a small number of families, with a high proportion of elderly and single tenants to be accommodated in "rooms", or small bachelor and studio apartments which approximated the rooming house situations in the neighbourhood where they lived before.

Contrary to policy guidelines in place at the time, it was decided that 75% of the units at DHCC would be subsidized. Furthermore, these subsidies were extended to low-income singles (who comprised nearly 200 of the *in-situ* tenants), and to people on "medical-welfare", recognizing illnesses such as alcoholism as long-term disabilities.

Today at DHCC we find a dependent, and increasingly transient population, where:

- More than 70% of DHCC households are in the "deep need" income subsidy category.
- While there are many long-term tenants, fully one-third of present DHCC tenants have lived there two years or less, indicating significant turnover, of which market units represent much more than their share.
- Eighty percent (80%) of the households are single person households.
- At most, 25% of DHCC households show earnings as their primary income source.
- The single largest primary source of income as indicated by 30% of household heads was "Family Benefits Allowance - Disabled".

While one-third of the tenants indicate "location" -- the convenience of shopping, proximity to downtown, streetcars, doctors, schools, etc. -- as what they like best about living at DHCC, the area itself is a problem. When the area's street life spills over into the project, tenants described feelings of disgust, anxiety, anger, vulnerability, and in some cases, were fearful for their lives.

Fully 70% of the tenants surveyed, when asked what they liked least about living at DHCC, spoke immediately of some issue related to security: 15% said "lack of security"; 15% said "strangers"; 20% said "the area" or "drugs"; and a further 20% spoke about the "nuisance" of hookers, their 'johns' and pimps, and 'crack' dealers, buyers and users.

In addition, the reduction of Property Management on-site time to less than 12 hours per week is evidenced by what Management itself identifies as routine burnout of Managers at DHCC. On top of these difficulties, the financial viability of DHCC appears somewhat tenuous. The situation with vacancies has worsened to the point where associated revenue loss for the year is well into six digits, and increasing.

However, there are positive signs. The Tenants' Association continues to play a significant and indispensable part in making the place function despite its many shortcomings. Mental health workers describe DHCC as amongst the safest of the housing developments in which they work in the area. Teenagers from DHCC and the surrounding area described it as a "safe place where everybody knows one another and takes cares of each other."

Issues

Issues are by their very nature transitory. What we should be aiming for is a mechanism to stay attuned to issues as they come up, and even as they are forming. Thus, our focus ' ɜre should be on the process of dealing with issues as much as on the issues themselves.

Security

From the start, discussions with Cityhome staff clearly identified security issues as a concern. Management spoke of troubles with vandalism, primarily in the underground parking. Other staff spoke of tenants letting their units be used by hookers in return for drugs, cash or favours. The list of infractions goes on when you speak with tenants, ranging from confrontations with belligerent, drunken strangers in the building entryway, to muggings at cheque time, to hookers and their clients using the garbage

rooms at all hours, to exit doors being propped open, to concerns about the apparently lax control of master keys for the project.

Adding to this situation was a recent police crackdown on similar street activity in the Regent Park area, which resulted in this sort of street activity moving closer to the Dundas/Sherbourne area, and in a dramatic rise in the distress evident at DHCC.

Physical Deficits

Many of the complaints about physical conditions at DHCC were made by tenants who in the same breath voiced praise for the efforts of cleaning staff. This suggests that it is not so much an issue of effort, but rather of resources, materials, scheduling and standards.

Administrative Deficits

Given the administrative workload at DHCC, the types of issues raised in this Review have absolutely no chance of being discussed, let alone be resolved. DHCC administration is largely firefighting. On days when rents are paid, it goes from busy to impossible.

Other indications of administrative overload include: unknown policies and procedures; repeated complaints with the same responses time and time again (given the time constraints and pressures, there is little opportunity for "customizing" responses); waning staff morale as "can't do" becomes the immediate response to suggestions and staff initiative; staff anxiety about dealing with problem tenants, with the psychiatrically disabled, or with people who intrude onto DHCC property; failure to address the issue of language and cultural barriers; and a decade-long wait for response to glaring discrepancies in rent paid for similar-sized apartments.

Social Deficits

The earlier-presented demographic data showed the dependence of the population in numbers. A range of other unmet social or health needs were described by professionals who on occasion work with specific tenants at DHCC. Isolation was identified as a real problem for disabled and aging tenants, particularly in the winter. Shopping, cashing cheques, taking medication...all of these normal day-to-day activities are made challenging by age or infirmity.

Resources are required to play a supportive role in ensuring the availability of services for people; a linking and advocacy role between tenant and

service provider; and a community-building role at the local level involving staff, tenants and community.

Financial Deficits

DHCC rents are set to reflect actual operating costs, rather than "market rent." DHCC rents generally average above rents elsewhere in the Cityhome portfolio. According to staff, the "market" units run above market rents in the surrounding neighbourhood. The resulting vacancies exacerbate the financial problems, and so the cycle continues, year after year.

Image

To say that the Dan Harrison Community Complex has an image problem is really to understate the case. Most people, perhaps even tenants, would not recognize DHCC by that name. They still call it Dundas Sherbourne. It is generally viewed by staff as a less-than-desirable place to work (or live). Some tenants (and staff) see it as a human dumping ground for problem tenants, or for people suffering from mental illness.

Tenant Involvement

Tenant involvement on-site at DHCC is very collaborative; it is beyond a doubt working with the same interests in mind, and in the same general direction, as Cityhome staff. In addition, tenant involvement at DHCC is indispensable to the maintenance of the quality of life at DHCC.

The tenants are "involved" largely through the actions, and at the invitation, of the Tenants' Association. It is neither broad-based nor is it overly-structured. Responsibility and decisions sit largely on the shoulders of one individual, who works with a small executive committee. An office is maintained on-site, and is open longer hours than the Property Management office.

It is unrealistic to expect the Tenants' Association to continue to play this role, or to play some enhanced role such as is being proposed here, without changes in the resource levels, in staff time allotted to the project, and without greater organizational recognition of the value of tenant involvement for Cityhome.

Challenges

Cityhome faces the following challenges:

1. **Articulating a role for tenants**, including clear policy statements, resources to support this role, rewards and sanctions to encourage staff to work more effectively at involving tenants, and on-going attention to the process begun by this Review.

2. **Building local-level capacity to assume greater responsibility**. By capacity-building, we refer to both the capacity of individuals to participate in an increasingly independent and cooperative manner, as well as to the community's capacity (resources and infrastructure) to respond to the expressed needs of the community. Local-level capacity building is a task which will require new staff/tenant roles to be considered. Increasingly, Cityhome staff and tenants should be enabled and encouraged to do things as required and defined locally. This could, in theory and over time, extend to all aspects of managing the portfolio, including responsibility for revenues and expenditures.

Some of the initial considerations for this capacity-building exercise are:

i) Higher-order decision-making decentralized;
ii) Enhanced tenant resources;
iii) Development of community partnerships;
iv) Issue identification mechanism;
v) Staff training; and
vi) Teambuilding.

3. **Meeting the obvious resource deficits**. One of the most significant pilot initiatives of the Working Group has been proposed to the General Manager and, if agreed to, will be put to the general tenant membership for their endorsement (see Appendix 10). This initiative would see a one year effort to move DHCC towards a fully-subsidized project, combined with an increase in the operating budget to reflect more reasonably the costs of upkeep. The critical part of this experiment in dealing with the financial problems at DHCC is to attempt to move from the high level of deep-subsidy tenants, to a greater balance between deep- and shallow-subsidy tenants, re-opening DHCC to the "working poor."

While the move towards higher subsidy levels promises to respond to

part of the identified resource dilemma at DHCC, there is a need to look beyond this as a panacea. Given the implications of this issue for other Cityhome properties, this should receive a high priority from the Corporation in the coming year.

Additional staff resources, both in Community Outreach and in Property Management, are evident requirements in order for things to improve at DHCC. Staff must be ensured the time required to work with tenants and community in responding to their own needs. The Working Group has taken initial steps towards this end through supporting several internal processes which were examining future deployment of human resources.

4. **Skill enhancement for both staff and tenants**. New roles and responsibilities cannot be thrust upon people without the proper preparation, and be expected to succeed. Numerous areas have been identified, from dealing with people in crisis, to working with volunteers and running a meeting.

5. **Management commitment to encourage these initiatives**. There exists today a sense of new beginning, optimism and partnership. This fragile start can be nurtured into a significant future of collaboration through sensitive leadership at the management level, and through continued support for this process.

An excellent starting point would be around the security issue. Results of discussions about security should be visible by the Fall if we are to maintain the momentum which this Review has begun.

ACKNOWLEDGEMENTS

The members of the Dan Harrison Working Group deserve most of the credit for this report, as well as for the initiatives undertaken during the course of this Review. They were tremendous participants in this process, and brought insight, frankness, warmth and common sense to this challenging task. Their names are listed in Appendix 1. In particular, I leaned most heavily (and most often) on a few of them, and would therefore like to express particular appreciation to Mary Crowe and Helen Rauenbusch, who demonstrate cooperation daily at DHCC; Mike Anderson and Brian Bee, who provided useful and timely guidance from the early stages of the Review; Polly McLeod Evans who reminded us of our roots and acted as both purveyor and catalyst for the group; and Lorraine (Schmidt) Copas who responded to every request, large and small, and made a significant contribution to both the process and content of the Review.

In addition, I would like to thank the Coordinating Committee, which functioned extremely effectively in its role as clearinghouse for issues arising from the Working Group; Rob Cressman, who gave the Review skilled and careful attention when it was required; Mary Tate and Eric Whist of the Ministry of Housing for their helpful orientation; architect Rick Anderson and crime specialist Hans Jewinski for their assistance on the security issues; Laila Parpia for her administrative talents and amicable cooperation; and the Cityhome staff who encouraged all of us in our work.

This document should really be seen as a report to the tenants who spent the time filling out our survey and meeting to discuss their concerns in the interests of making Dan Harrison Community Complex a better place to live. Hopefully this process has helped to align vision, energy and resources in that direction.

Patrick Flanagan
Communities, People & Development Group, Ltd.

PRINCIPLES

The following statements are the result of the Dundas/Sherbourne Working Group's efforts to state our beliefs and values regarding social housing in general, and Cityhome developments in particular. These values are best understood in comparison with public and private sector housing.

We believe it is essential that:

1. Social housing reflect an integrated, mixed-income community.
2. Social housing be safe, adequate, and affordable.
3. Social housing be a concerned, caring neighbourhood.
4. Social housing be considered as home, rather than as a temporary or interim place to live.
5. Meaningful tenant involvement be developed at all levels of the organization, in policy and operational matters as well as on-site programming.
6. Tenant involvement be open and accessible to all tenants.
7. Resources required to encourage and allow tenants to become involved in their communities should be a Cityhome priority, as much as other resource expenditures. Tenant involvement, and the sense of ownership and control over what occurs in their community, is what makes the difference between a house and a home.
8. Priority be placed on increasing local-level control over decisions affecting the social housing community, involving tenants, staff and community resources.
9. Cityhome, as a landlord, show real concern for the well-being of the tenants.

A Review of the Dan Harrison Community Complex

1. THE ASSIGNMENT

1.1 Background

The 376 unit Dan Harrison Community Complex (DHCC)[1] housing development is owned and managed by Cityhome, the City of Toronto's non-profit housing corporation. Concerns about a declining quality of life at the project, related to social conditions as well as to the facilities themselves, led the Cityhome Board in July 1990 to authorize the General Manager to undertake a "comprehensive review of the Dundas Sherbourne development, in terms of tenants' needs, physical design, and quality of life in general...[providing] for full tenant participation...[in developing] a strategy for improvement in the quality of life."

The concern about the residents was based on a perception of increasing concentrations of people with special needs as tenants, i.e. the deinstitutionalized, and aging single males. This trend was seen to be exacerbated by the fact that well over half of the project units are bachelor/studio units, not suitable for housing families, with an increasing number of these units going unrented more often and for longer periods of time. In addition to this physical feature of the development, structural deficiencies (causing high maintenance costs) and a lack of recreation facilities were also singled out as areas of concern.

While a sense of community was seen to exist, Cityhome anticipated that the quality of life at DHCC would improve if a community development approach could be used in this Review in order to:

i) build an even stronger community, based on the ties that exist;
ii) address the design issues; and
iii) address the management issues related to resolving these concerns.

Both the City of Toronto Housing Department and the Ministry of Housing expressed interest in examining tenant management as one means of responding to the issues identified in the course of the Review.

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[1] The housing development is commonly referred to as Dundas/Sherbourne, the street intersection where it is located and its original name. It was renamed the Dan Harrison Community Complex in 1988 after the death of the first Tenants' Association President. The Working Group established for this Review has opted to promote the use of the new name in an effort to improve the image of the development.

The Terms of Reference thus called for the creation of a process which would involve tenants and project staff in a Working Group responsible for:

- creating a set of specific objectives for the Review;
- assessing the social, physical and financial needs of the housing development; and
- developing a strategy (or strategies) for improving the quality of life in the project, based on the results of a needs assessment.

There was an indication that the Working Group would ideally continue in some form or other, as the strategy is implemented.

Communities, People & Development Group, Ltd. (CP&D) was chosen to develop and facilitate the activities of the Working Group, which held its first meeting in January 1991.

The Dan Harrison Community Complex Working Group (WG) was formed, and subsequently defined its general objectives for the Review as:

- to improve the quality of life for those living at DHCC; and

- to examine the question of tenant involvement in management.

1.2 Process

The Review was comprised of five major elements:

i) Design and facilitation of a process for organizational review and change, which involved developing a committed Working Group (WG) of key individuals from both inside and outside the Corporation, for whom the outcome was important;

ii) Establishment of a Coordinating Committee made up of key Cityhome management personnel plus the Dundas/Sherbourne Tenants' Association (DSTA) President. Their role was to examine, anticipate and process issues and potential obstacles of an organizational nature which flowed from the Working Group;

iii) Data Collection, through a variety of means, to examine concerns related to social, physical and operational conditions at DHCC;

iv) Related Pilot Initiatives begun through the Working Group in an effort to illustrate, through action and outcome, the potential of a community development approach to meeting the emerging needs of the DHCC

community; and

v) Preparation, with the assistance of the Working Group and others, of an Action Plan for the improvement of conditions at DHCC, including consideration of Cityhome resources, and of conditions within the broader community in which DHCC is located.

The first element of the Review was the development of the DHCC Working Group (WG), comprised of 15 individuals from various stakeholder groups (see Appendix 1), including tenants, community representatives, government housing officials from federal and provincial levels, and Cityhome staff from all levels ranging from senior management to site-staff. This group met bi-weekly from January to June, 1991, and is the body submitting the Action Plan. Members of the WG have been invited to maintain their involvement in the process as members of the Implementation Committee.

The second element, the Coordinating Committee, functioned under the chairmanship of Rob Cressman, Coordinator, Research and Cityhome Policy. It has met on an as-needed basis. By design, there was significant cross-membership between this committee and the WG. The Coordinating Committee played an increasingly significant role as the Review proceeded, particularly in facilitating the various Pilot Initiatives which were begun. Their discussions helped frame realistic paths to overcome barriers that inevitably presented themselves.

The third element of the Review, Data Collection, proceeded under seven primary activities:

1. Key informant interviews (20) (see Appendix 1)
2. Formal survey of 171 subsidized tenants, included with the Annual Tenant Review mailout (see Appendix 2)
3. Personal interviews with 106 subsidized tenants
4. Focus group discussions with seven different groupings of DHCC tenants and others (total 58 tenants). These groups were organized by WG members, and comprised East African refugees, long-term residents, mental health service providers and consumers, teenagers, cleaning staff, Tenant Relations Officers, and a mothers group.
5. Several General Meetings with tenants of DHCC, to present our Review plans as well as the results of the tenant survey and the particular challenges of or: site security. These meetings were well attended, and constructive input was gained in the process.
6. Examination of data collected by Cityhome on tenants across its portfolio. Much of the data available is of questionable validity, and thus not as useful as hoped in the beginning. It is only included where

validity was assured.

7. Extensive discussions with the WG members, individually and as a group.

In addition, much of the related current and historical literature on the identified issues was reviewed.

The fourth element of the Review, and one not foreseen in the beginning, consisted of Related Pilot Initiatives. In the course of the Review, it was seen to be important to begin something, to offer some concrete examples of what could be done and the kind of process to be used. Furthermore, and perhaps more important still, the cynicism and frustration of both tenants and staff seemed to demand a sign from Cityhome management that this was not just another exhortation to walk down the "path of good intentions", but was rather a serious overture to engage in a collaborative effort of improvement, one which would see some follow-up. These initiatives will be described in Section 3. Suffice here to say that they should be regarded as examples of a concerted effort to focus on what can be done, rather than on why things can't or won't work.

The fifth and final element is the Action Plan, which makes up the remainder of this document. It differs in several respects from what one might anticipate in an action plan. Most significantly, perhaps, it lacks a strict timeframe; on the other hand, the Review process itself has set a number of processes in motion which it now seems incumbent upon Cityhome to continue. That is certainly the desire of the WG, and considered by them to be the wise path of action.

This Action Plan might better be regarded as a "work-in-progress".

Section 2 of the Action Plan, which follows, provides the contextual history and contemporary conditions at DHCC. It also gives an overview of how life at DHCC is seen by the 171 tenants who responded to our survey.

Section 3 focuses on the major current issues at DHCC. It is based on information garnered from the data collection process in total, and as such, includes insights from tenants, key informants, and from extensive discussions with the Working Group.

In addition, it discusses several of the "pilot initiatives" envisaged and promoted by WG members.

Section 4 outlines a series of related challenges for the consideration of Cityhome management in the short-term. These are basic requirements in order to keep the current momentum, and the perceptible enthusiasm and optimism, alive, healthy and, most important, extending beyond these beginnings.

2. THE CONTEXT

2.1 Origins

The Dan Harrison Community Complex (DHCC) is owned and managed by the City of Toronto's non-profit housing corporation, Cityhome. This 376 unit, mixed income development was completed in two phases, the 17 rehabilitated houses on Sherbourne Street north of Dundas in 1975, and two low-rise apartment buildings in 1976.

It is instructive to recall the project developers' objectives as stated in their Interim Planning Report:[2]

1. To provide physical compatibility by retaining existing houses and streetscape and to provide low-rise profile so as not to overpower the neighbourhood.

2. To enhance the broad nature of the neighbourhood by providing:

   - Mix of incomes: emphasis of the project is towards a substantial amount of limited-income housing (up to 75%);

   - Mix of accommodation: to provide a variety of unit types to accommodate roomers, senior citizens, childless couples, families, etc.

3. To provide community -- and in particular, residents and user -- participation in the conception, realization and operation of the project.

4. To develop a project that is feasible in both cost and implementation as per Partnership Agreement.

OBJECTIVE 1

"To provide physical compatibility by retaining existing houses and streetscape and to provide low-rise profile so as not to overpower the neighbourhood."

Design

According to informants involved in the design of the complex, its real

[2] Interim Planning Report: Dundas Sherbourne, October, 1973.

significance was as the first attempt to use a new design concept to intensify the density of tenants in downtown Toronto through "in-fill" housing. This was accomplished by building low-rise structures in what were previously deep backyards stretching out behind the houses fronting on Sherbourne street.

Saved from the wrecker's ball in the 1970s heyday of neighbourhood community action, this development in many ways collectively represents one of the City's earliest attempts to make the most effective, yet sensitive, use of existing and new construction in meeting the housing needs of people living in a neighbourhood. The City was pressured by community groups into purchasing the original houses from the developer, and putting up its own non-profit housing which would respond to those housing needs.

The existing houses were situated in what was at the time the poorest census tract in Toronto. As the neighbourhood's aging rooming house stock was under siege from developers and white-painting middle-class homebuyers, many single, low-income adults were being displaced. Elderly residents and low-income families were feeling the same pressures. The groups pushing for the establishment of DHCC saw this as a timely and necessary alternative to many of these people having to leave the area.

OBJECTIVE 2

"To enhance the broad nature of the neighbourhood by providing:

- *Mix of incomes: emphasis of the project is towards a substantial amount of limited-income housing (up to 75%);*
- *Mix of accommodation: to provide a variety of unit types to accommodate roomers, senior citizens, childless couples, families, etc."*

Tenants

The Interim Planning Report, quoting a July 1972 City Planning Board document, stated: "A significant number of residents are committed to the neighbourhood and there seem to be substantial owner-occupant and tenants' groups who wish to remain." The Interim Planning Report went on to recommend a design which included consideration for housing a small number of families (due to the limited space available on-site, and the relatively small number of ground-level units deemed suitable for families). A high proportion of elderly and single tenants were to be accommodated, many in "rooms", or small bachelor and studio apartments which approximated the rooming house situations from which they came.

From early on, Cityhome rejected what one informant termed "the meat chart mentality" for deciding who got housed. "Under the 'point' system, the poor are pitted against the poor, the abused, the disabled...like checking for missing parts,

proving you are more wretched than another...'misery' points for getting housing." Instead, Cityhome chose to work on a first come, first served basis, as it still does today. In addition, Cityhome tried to house people from the neighbourhood, rather than moving people into the area.

Policy at the time also dictated that, in an effort to serve low and moderate income households and avoid the creation of ghettos, no more than 25% of social housing tenants were to be subsidized. These subsidies were limited to the elderly over 65 years of age, families with dependent children, and the disabled. Non-elderly single people were not eligible. However, an understanding was reached between levels of government that this development would be an exception.

It was decided that 75% of the units at DHCC would be subsidized. Furthermore, these subsidies were extended to low-income singles[3] (who comprised nearly 200 of the *in-situ* tenants), and to people on "medical-welfare", recognizing illnesses such as alcoholism as long-term disabilities. It is also rumoured that an agreement was reached which saw a certain number of units allocated to post-psychiatric patients from the Queen Street hospital who were displaced through deinstitutionalization. This was neither confirmed nor found to be false through this Review. In any case, clearly, a significant number of these individuals eventually did get housed at DHCC. The vast majority of the original tenants are reported to have been white, Anglo-Saxons.

An informant involved in the design of the complex stated that the 75%-25% subsidy-to-market rental ratio was exactly the opposite of what the developers had at one point recommended to Cityhome.[4] Another informant responded, "Given the nature of the people living in the neighbourhood, anything less than a 75% subsidy would actually be white-painting the neighbourhood."

OBJECTIVE 3

"To provide community -- and in particular, residents and user -- participation in the conception, realization and operation of the project."

Tenant Involvement and Project Management

Actual tenant involvement in the conception and realization of the project is unclear, and was presumably limited. On the other hand, Cityhome has,

[3]Single people were housed only at DHCC, Symington and Dundas/Beverly sites.

[4]William Michaelson, personal correspondence.

depending on the period of its history and the personalities involved, entertained, supported in principle, encouraged and even paid for tenants to participate in their housing.

The DHCC reportedly had a strong Tenants' Association from the early days. It has been led by capable and determined people who, according to a former DHCC Property Manager, "knew their rights, and always stood up for them." Numerous revenue-generating initiatives were undertaken at DHCC, including operation of the laundry machines and the showing and letting of market units, which has resulted in a largely self-supporting Association.

While not decrying the accomplishments which this collaboration between tenants and management has achieved, there is less consensus as to the true nature and representativeness of tenant participation in decisions about DHCC. This will be addressed more fully in Section 3 of this report.

Adequate management of the project by Cityhome initially was seen to require a full-time Property Manager. As the Cityhome portfolio grew, so did the need for Property Managers to assume greater and more extensive management responsibilities across the portfolio. By the early 1980s, the position was reduced to part-time. As the reader will learn later on, this is considered by all stakeholders to be woefully inadequate, given the size and condition of the project and its inhabitants.

OBJECTIVE 4

"To develop a project that is feasible in both cost and implementation as per Partnership Agreement"

Materials and Upkeep

The DHCC project was jointly funded under the Province's Community-Sponsored Housing Program and Canada Mortgage and Housing's NHA 15.1 Program, the conditions of which state that all project operating costs be borne by the rents collected. This is commonly known as a "cost pass-through" project.

While it is difficult to know all the considerations which went into selecting contractors and materials at the time of building, it is easy today to find detractors who, in hindsight, declare the physical site to be seriously lacking. Accounts of these deficiencies relate to the poor materials used during construction (and subsequently), which result in high replacement and maintenance costs, and to physical shortcomings such as an inadequate garbage system, reportedly designed for a place less than half the size.

As well, comments were made in the course of this Review regarding the inability of the Replacement Reserve to adequately keep pace with routine and preventive work at DHCC, indicating difficulties which were unforseen (or overlooked) in the early days of the project.

2.2 Contemporary Conditions

Demographic

Gender (N=358)

Currently, 40% of the tenants are female and 60% are male.

Age (N=257, June/91)[5]

There are 29 children under the age of seven at DHCC, another 18 who are under 13 years of age, and a further 25 who have yet to turn 20. More than half the population is over 55 years of age, and 30% are over the age of retirement.

Length of Tenure (N=356)[6]

The Dan Harrison Community Complex continues to be Cityhome's largest single development, with 376 units. Half of the tenants have lived there longer than five years. One tenant in every five has lived there for 10 years or more.

On the other hand, one third of the tenants (117 of 356) have lived there 2 years or less, indicating significant turnover. Looking at the 356 units inhabited at the

[5]This data is based on 503 persons, out of a total of 608 persons at DHCC, living in 257 of 376 units, 20 of which were vacant. Thus there is room for significant deviation.

[6]The following data were collected from various Cityhome data bases at different points in time between February and May, 1991. As such, the number of housing units included varies, and is noted after each heading.

time of this data run (May 1991), market units[7] represented nearly 40% of this turnover, which is almost double the proportion of units they represent at DHCC. If one includes the market unit share of the vacant units at this time (18 of 20), it becomes clear that the market units are a source of turnover way beyond their actual share of the units at DHCC.

Household Size (N=353)

Eighty percent (80%) of the households (281) are single person households, although it is said that some are known to house more than the officially stated number. Another 12% (43) are two person households. The remaining 8% (29) are three to seven person households.

Primary Income Source (N=353)

Data on tenant source of income are not available for 57 of the 71 market renters, most if not all of whom would under normal circumstances indicate earnings as their primary source of income. Excluding these and the 23 vacant units, we have data on 296 households.

Eighty-eight (88) tenants (30% of household heads) indicated their primary source of income as "Family Benefits Allowance - Disabled", the largest single primary income source stated. This benefit from Community and Social Services is for disabled heads of households, and covers both temporarily and permanently unemployable individuals. Households indicating Old Age Pensions (55) and Canada Pension Plan benefits (13) bring the total of long-term dependent households to over 50% of the 296 included in this data set.

Adding to this figure households which are primarily dependent on Family Benefits Allowance FBA (56) and General Welfare Assistance GWA (26), and a variety of other benefit or insurance sources (25), leaves only 33 of the 296 households showing earnings as their primary income source.

Thus, at most, 25% (90) of the DHCC households indicate earnings as their primary income source, even assuming that all 57 non-declared market renters fit into this category. These data indicate that DHCC has a highly dependent population, economically and presumably socially as well. This has implications for a discussion in Section 4 on RGI mix.

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[7] There are basically two types of units: market units where the rental fee is based on the actual or "economic" costs of the unit, and RGI (Rent-Geared-to-Income) units where the rent charged does not exceed 25%-30% of the tenant's income, the remaining actual costs being subsidized jointly by the federal and provincial governments.

Market/RGI Mix (N=353)

Of the 353 occupied units in May 1991, 282 (80%) were receiving subsidies, and 71 (20%) were market units. Of the 282 units receiving subsidies, 254 (90%) were in the "deep need" category (see Appendix 3), the remainder in "shallow" or "non-core shallow" categories.

Just to summarize, then.

- More than 70% of DHCC households are in the "deep need" subsidy category.
- While there are many long-term tenants, fully one third of present DHCC tenants have lived there 2 years or less, indicating significant turnover, of which market units produce significantly more than their share.
- Eighty percent (80%) of the households are single person households.
- At most, 25% of DHCC households indicate earnings as their primary income source.
- The single largest primary source of income as indicated by 30% of household heads was "Family Benefits Allowance - Disabled".

Lifestyle and Management

The waiting period for a Cityhome unit is said to average five or six years; on the other hand, you can normally get a place at DHCC in two and a half years or less. It is said that a lot of people come here out of desperation, while others try to use it as a way to get into the system, and then transfer to another project[8].

There is a common space on-site known as the Community House which has in the past been the location for social activities, a book-lending library and bingos. It is now rented out as office space for community organizations, and

[8]However, to be eligible for a transfer, tenants must meet transfer guidelines such as over-housed, under-housed, medical problems, transportation problems, etc. In addition, DHCC tenants are eligible "as-of-right" to transfer after seven years of residency. Nonetheless, this means that the individual must then wait another 5-6 years before their name comes up on another project's waiting list.

the large meeting/activity room seldom used.

Older residents talk of how the area has changed, even in the past few years. Most of the talk is about the hookers and their 'johns', and the crack dealers. Some talk about muggings and confrontations. None suggest that the area is improving.

Management wonders about the tenant mix. They question whether there are not too many bachelor apartments and rooms, too many frail elderly who are not able to care for themselves properly. They wonder whether this is still the population that needs to be served in the neighbourhood, or if Cityhome is the housing organization to do that.

And the tenant mix is changing. Because of the rents being driven up by rising costs, the market units are in fact renting at above market values. This has meant, among other things, that the 'working poor' are no longer able to afford to live a DHCC. In addition, while white Anglo-Saxons at least appear to remain the majority, there are many visible minorities now living at DHCC. This causes some tensions under the surface, and creates a communication challenge for management which has yet to be recognized and addressed.

Informants say that tenant involvement at DHCC has changed over time, that it used to be more directed towards social and recreational (community-building) activities when there was a full-time management presence on-site. They implied that this focus has changed more through necessity than through choice.

Tenant involvement remains extensive, though still limited to a small number of participants surrounding a strong individual. Despite the breadth of activities in which the tenants (through the elected Tenants' Association executive) participate, most of their involvement in management is done on a "goodwill" or informal basis, rather than as formal, responsible and accountable activity[9]. In other words, on the "Resident Participation Continuum" illustrating the range of approaches to a consultation process (see Appendix 4), while much of the Tenants' Association involvement at DHCC could be considered "joint decision-making", still, the fact that there is no obligation to involve the tenants makes the exercise more one-sided than it appears. Thus, the whole "partnership" approach could in fact be upset by as simple a change as the replacement of a Property Manager or the President of the Tenants' Association. More about this later.

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[9]There are several notable exceptions to this, namely in showing and letting market units (for which the Tenants' Association receives a fee and the President volunteers her time), and formal consultations between Management and the Tenants' Association on the budget allotted for maintenance. However, in the case of a disagreement, there is no mechanism for settlement.

While on the topic of DHCC management, it must be said that the reduction in time available on-site for the Property Manager has taken a visible toll in loose ends, particularly with regard to complaints of unfulfilled requests. This is evidenced by what Management itself identifies as routine burnout and turnover of property managers at DHCC.

And finally, as far as ongoing project viability today is concerned, it appears somewhat tenuous. The situation with vacancies has worsened to the point where associated revenue loss for the year is well into six digits, and increasing. As long as the housing market in general remains depressed, as vacancy rates across Metro climb, and economic rents remain above market, the problem will continue, or worsen. And this despite DHCC recently receiving half a million dollars for needed capital investments.

Given these conditions, it is perhaps surprising that DHCC is regarded as home by many tenants, as we shall see in the next section. Mental health workers, too, describe DHCC as amongst the safest of the housing developments in which they work in the area. Teenagers from DHCC and the surrounding area described it as a "safe place where everybody knows one another and takes care of each other." There are certain social networks which operate amongst the older tenants which offer at least minimal contact and supervision for some of the tenants. And the Tenants' Association continues to play a significant and indispensable part in making the place function despite its many shortcomings.

However, Cityhome, and indeed all the stakeholders, are not without hurdles to overcome if they wish to fashion positive and lasting change at DHCC. Can the local infrastructure cope with the demands placed on it? History and contemporary conditions tell us that the place gets by. However, quality of life suffers terribly, as the following tenant survey results will attest. The answer to whether the local infrastructure can continue to sustain a reasonable quality of life at DHCC depends on the approach and resources which are generated and maintained by Cityhome in the coming months and years.

2.3 What the Tenants Say

In February 1991, tenants living in subsidized units (RGI, or Rent-Geared-to-Income units) at the DHCC were contacted to participate in the normal Annual Income Review process. There were two differences this year.

1. This was done for the first time with on-site collection of the completed forms, in the hopes of bringing central office staff into closer contact with the on-site realities, and of reducing administrative confusion in getting forms fully and correctly completed.

2. Included in the initial mailing to tenants was a survey questionnaire (see Appendix 5) which tenants were asked to complete, and to return with their income review information.

One hundred and seventy-one (171) responses were collected over a three week period in late February and early March. Of this number, personal interviews were completed with 106 tenant respondents. The following overview of tenant concerns is gleaned from both written and interview data (see "Summary of Findings", Appendix 6). In many cases, tenants returned only blank questionnaires, preferring to respond verbally to the same set of questions.

The profile of tenants responding to the survey matches very well with the actual RGI tenant profile[10] in terms of building, unit size, gender distribution and family size. Women were significantly over-represented in the category of tenants who have lived at DHCC less than one year. Two possible interpretations of this could be that they are more likely to accept any housing out of desperation, or that they are less likely to stay at DHCC over the long term. Tenants with longer tenure at DHCC were slightly over-represented.

The location's great!

Nearly three-quarters (72%) of the surveyed tenants had lived at DHCC for more than four years, and half (47%) of the respondents had lived there eight years or longer. When asked "How do you like living here?", many indicated they liked it. Only 15% expressed dislike or strong dislike in response to the question.

However, when asked what they liked best about living at DHCC, one third first-mentioned "location" -- the convenience of shopping, proximity to downtown, streetcars, doctors, schools, etc. Another third mentioned the privacy and quiet which they enjoyed, or some aspect of their particular apartment or the amenities at DHCC such as laundry facilities, heat control or cable television. This presumably reflects significantly on the modesty of their previous housing conditions, as well as on the amenities at DHCC.

but...

The area itself is a problem.

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[10] There is a slight over-representation from the 251 Sherbourne Street low-rise. Missing, too, are the tenants who pay economic, or 'market' rents. They were, however, participants in the other data collection activities. Data on market tenants is scarce, as little is collected by Cityhome. That which is collected is often suspect, due to data entry inconsistencies. This makes for difficult comparisons.

In particular, when the area's street life spills over into the project itself, tenants get annoyed. In fact their expressions were much stronger than annoyance. Some expressed feelings of disgust, anxiety and anger. Many were frustrated with the apparent lack of Cityhome response to the problem. Many others spoke of their vulnerability and, in some cases, were fearful for their lives.

Fully 70% of the tenants surveyed, when asked what they liked least about living at DHCC, spoke immediately of some issue related to security: 15% said "lack of security"; 15% said "strangers"; 20% said "the area" or "drugs"; and a further 20% spoke about the "nuisance" of hookers, their "johns" and pimps, and "crack" dealers, buyers and users. Other things commonly mentioned as dislikes included shabbiness of the site, size of apartments, etc.

Had more time been spent exploring tenants likes and dislikes, many other issues could undoubtedly have been unearthed[11]. However, it appears that there is one primary and overwhelming issue which requires attending to before other issues related to quality of life can be addressed -- security. We will consider ways to approach this issue in Section 3 which follows.

"I would get involved if..."

Finally, when asked about the conditions under which they would become more involved at DHCC, 43% did not respond. Of those who did, half of them said that they would not get more involved for personal reasons -- no time, poor health, etc.

However, 25% of the tenants surveyed said that they would get involved if conditions were right. Some of the most frequently mentioned conditions were:

- if it was security-related;
- if I was asked;
- if I spoke better English;
- if it would make a difference;
- if something were done; and
- if other tenants cared.

What these responses indicate is a pool of untapped human resources, people who need to be approached and given the opportunity to participate under their own conditions. One should not misunderstand this message, for tenant

[11] In fact, discussions often got around to complaints about the lack of response to requests for maintenance, or to requests for transfers, complaints about neighbours, etc.

involvement is absolutely critical to many of the solutions identified in the remainder of this Action Plan.

3. THE ISSUES AND RELATED PILOT INITIATIVES

The Dan Harrison Community Complex Working Group (WG) spent many of its meeting hours discussing issues: trying to sort out common themes; defining examples of problems which are causing the specific issue to rise to the surface; describing a vision of conditions at DHCC under which the issue would no longer be an issue; and proposing solutions or paths leading in the direction of that vision (see Appendix 7).

Some of these discussions suggested immediate follow-up, rather than waiting for the Action Plan response, and led us to the Coordinating Committee for their assistance in encouraging a sympathetic response from Cityhome as an organization. In other cases, we were led to approach the community for their assistance. And in still others, discussions took us to the tenants for their suggestions, seeking their commitment to assist.

In most cases these excursions proved worthwhile. In no case has the process come to completion.

What follows is a description of the major issues at DHCC at this point in time and, where appropriate, a related pilot initiative which was started at the request, or with the encouragement and involvement, of the WG.

Issues are by their very nature transitory. What we should be aiming for is a mechanism to stay attuned to issues as they come up, and even as they are forming. Thus, our focus here should be on the process of dealing with issues as much as on the issues themselves.

3.1 Security

From the start, discussions with Cityhome staff clearly identified security issues as a concern. Management spoke of troubles with vandalism, primarily in the underground parking. Other staff spoke of tenants letting their units be used by hookers in return for drugs, cash or favours. However, the first on-site visit in December 1990, and the repeated patterns of tenant concerns that were being voiced, made it evident that the issue went much beyond parking lot vandalism and ethics.[12]

[12]This is an extract from P. Flanagan's December 10 interview notes with U. Prosper, Acting Superintendent at DHCC.

The on-site superintendent met me at his office in the basement of one of the low-rise buildings. Thumbtacked to the wall hung 50 polaroid snapshots of men, women (and girls) who have been banned from the premises. Some are posing outrageously for the camera, others stare into space, others show signs only of broken, chaotic and miserable existence in the stairwells, foyers and garbage rooms of these and other buildings. Urban points them out, one at a time: "This one's a hooker. I don't even put her out anymore unless she's busting up the place. You put her out one door and she's in another. Guess how old this one is?" -- her half closed eyes, puffy lips and lifeless pallor shelter her 19 years. The hookers turn tricks in the garbage rooms a lot. The Security carries a Polaroid around with them at night to take these shots. Some of the guys are just living on the street, others are 'johns' or drug addicts.

"There's not even close to enough security here. This area is full of pimps, hookers, addicts out on the street. They use this place for business. We hire Intelligarde to watch the place. I'm not a cop. That's not my job. Security might come by here at 2am, then people know that they aren't back again for the rest of the night. So we get lots of break-ins to cars in the underground. [He showed me the job that was done on one with a crowbar.] I found two hookers doing crack under the stairs when I came in at 7am. I do my job, but I don't burn these people. I'll tell them they got two minutes to get out or I'm calling the cops. I go out for a walk, and come back in two minutes and they're leaving. I tell them that I won't give them a warning next time, but I probably would. I have to live here. They could find out where I live and put a bottle through my window or something. My car's been broken into twice."

He takes me over to a vacated unit on the ground floor of the property on the northern end of the development on Sherbourne. It's an older, three floor walk-up, not too bad looking on the outside but a different story on the inside. We were hit by a blast of heat inside, heat coming through the hole in the door where there was a wood panel the last time he had been in. "Guess there was some weekend vandalism."

The door to the apartment was locked, but not secure. It had been the victim of many forced entries, the layers of reinforced door jams evident. The apartment was a two-bedroom, which a single parent had rented for herself and her 5 year old son two years ago. The dull green full-length curtains hung in disarray, in places drooped on the floor below a broken curtain rod. The windows were missing panes, some totally removed, others shattered and hanging.

The place had been trashed. However, not all the damage was new. The walls in the living room were covered with built-up grime, particularly around the windows, so that the paint took on the appearance of no -apparent-

colour. The walls in the hallway to the bedrooms were covered with the tiny reddish eggs of cockroaches, foreshadowing the brazen activity of the inch-long adults which covered the bathroom sink, the kitchen counters and cupboards, and the inside of the closed fridge. The bedrooms also showed signs of long-term neglect, including ceiling-to-floor filth on the walls, numerous holes in the wall plaster, and ruined floor tiles. For some reason, the radiators seemed in perfect shape, pumping out 80 + degrees of heat. The only evidence of previous life in the place was a 1990 Chinese bamboo calender hanging on the back of the door, and hanging from the same nail, the picture of a smiling blond-haired boy.

I asked Urban about the place.

"Her husband kept coming around, staying here, causing problems. I saw him chasing her down the passageway between the buildings with a knife once. I told her she had to do something, if not for herself, then for her young son. She went to the police finally, and had a banning order placed on him, but she went back a week later and had it lifted.

"We know it was him that trashed this place. But when it went to court, she didn't even show up. He showed, but he was so out of it that I bet he doesn't even know I was there. His lawyer said that she was in Manitoba on important family matters. The judge threw out the charges because there was no witness. I came back here and saw her out in front of the place later that afternoon.

"This is not typical of the way units are vacated. But there are others as bad..."

And we subsequently saw some. One was operating as a crack house, the refrigerator laid on its side and being used as a table, the toilet off its mount, the entire contents of the room ripped, filthy, rotted, busted up or otherwise ruined. The smell of human faeces in the third floor corridor caught you as you entered the ground floor entrance to the building. Things had deteriorated to such a state that at one point this Spring, some cleaning staff were refusing to even enter the building out of fear for their own safety.

One resident stated: "The prostitutes and their customers have easy access to this project. There is no security. If you call the police, they might come and tell them to move on. But as soon as the police leave, they are right back again. Non-residents smoking dope and drinking in the back courtyard is a daily occurrence in the warmer months."

And the list of infractions goes on, ranging from confrontations with belligerent, drunken strangers in the building entryway, to muggings at cheque time, to hookers and their clients using the garbage rooms at all hours, to exit doors

being propped open, to concerns about the apparently lax control of master keys for the project.

Adding to this situation was a recent police crackdown on similar street activity in the Regent Park area, which has resulted in this activity moving closer to the Dundas/Sherbourne area, and in a dramatic rise in the distress evident at DHCC.

Working Group Initiative

The Working Group spent a lot of time on this particular issue. For example:

- One WG member organized a 'security audit', which consisted of a group walk around the site after sundown to systematically assess the security conditions firsthand. Not only did they come up with a variety of areas needing immediate attention, but they also came across a hooker and her irate customer in a shadowed recess on-site.

- Known problem-causing tenants were personally invited to a meeting about security, their legal rights and responsibilities as tenants, and the consequences of their actions[13].

- An architect was hired to assess the site and propose a conceptual plan for increasing security at DHCC.

- The proposed approach was put to a general meeting of tenants, and further suggestions made.

- In addition, an initial investigation of security camera costs and feasibility at DHCC was conducted, as was the costing of securing access to the underground parking garage via the elevators.

We concluded that approaches to security in housing developments such as DHCC range on a spectrum from:

- full tenant participation, where residents assume primary responsibility for security in their housing development, with or without external assistance, to

- the other extreme where responsibility for security is delegated to a

[13]Not surprisingly, many who were invited did not show up for the meeting. Action has begun to resolve the issue, including eviction proceedings where appropriate.

third-party authority with little or no tenant input or participation other than paying the associated costs of security hardware, guards, etc.

Whatever the approach chosen, resident input is essential, although different. In the tenant participation model, one must assess residents' interest and willingness to participate in such a plan, their reservations or fears, and design realistic responses to these. In the delegated model, residents must be polled to gauge support and willingness to respect the inconveniences imposed by this more physical, third-party approach. In addition, associated costs must be borne by somebody, and these would presumably show up in rents eventually.

The DHCC Working Group has expressed an interest in having some combination of these models, and proposes the following approach.

Proposed Security Approach at DHCC

The objectives of this proposed security initiative[14] are twofold:

To increase and reinforce the feeling of security and belonging of all the people who live at DHCC; and

To understand how to create more secure and defensible housing by questioning the relationship between the existing built environment and the present needs of the residents and management.

Our proposed approach is to begin by imagining the existence of hierarchical spheres of influence that impact on people's sense of security and well being, beginning with the apartment dwellings themselves.

Sphere 1 - The Dwelling Unit - The feeling of safety must begin within the first sphere of influence, the dwelling unit, and extend by ever-widening circles outward into the life of the City streets. We understand that individuals have decreasing ability to influence their own well-being as the circles widen. The individual living space is secured not only by locked doors and barred windows, but also through the knowledge that one's landlord and neighbours are concerned with the residents' right to privacy, and to a reasonably quiet surrounding in which to enjoy their life, however modest it may be.

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[14]This proposal is meant as a conceptual overview. If it should be pursued, a more detailed study will be required by the appropriate consultants to review all relevant building and fire codes and specific impact on the site and on the residents of the DHCC. This should not be allowed to unduly delay immediate action being taken to resolve this issue.

Residents must feel free to register a complaint and expect timely and appropriate action to be taken in response to a neighbour or intruder who is violating that all-important sense of home[15].

Sphere 2 - Common Areas - The second sphere of influence is the public space just outside and adjacent to the dwelling units. These common areas are most likely the areas of highest risk due to their general accessibility by the public, along with their overlapping limited periods of privacy. These factors create an area of opportunity in stairs, corridors, underground parking and other semi-private spaces, whereby intruders can commit acts of violence against residents and visitors, or be a nuisance.

To help prevent these kinds of activities from taking place, public access should be eliminated. This should be combined with the installation of tamper-proof lights in poorly lit areas, and the closing off of any locations where persons could hide in wait, or engage in illicit activities out of sight of passers-by.

Sphere 3 - The Perimeter - The third sphere of influence, which might be the most important, extends to the property lines of the complex. This is your first and last opportunity to affect not only the residents' sense of security and privacy, but also to have a significant impact on the flow of people on and off the site. By attempting to rationalize and control public access into the inner courtyards and lanes of DHCC, you are sending a strong message to the community that these grounds belong to the residents of this housing complex who, along with Management, are determined to create a safe and secure living environment.

Attached are two Site Plans (see Appendix 8). The first Site Plan illustrates the existing unlimited accessibility to and from the site, which presently affords the general public the opportunity to enter uninterrupted and unquestioned the front and rear yards, private and semi-private space of DHCC residents. This general accessibility not only violates the tenants' sense of ownership and belonging, but also creates a real and present risk from unwanted persons, and makes it almost impossible to effectively secure this complex.

The second Site Plan shows a proposal that would attempt to control the site accessibility by means of one main entrance and address on Sherbourne Street, along with three limited means of entrance and exit off the rear lane. This could be accomplished through the use of attractive fencing and gates. This would pose a certain level of inconvenience to the residents who have become

[15]At the tenants general meeting, the suggestion was made to form a Tenant Review Board that would be able to assist with the enforcement of management policies. There are models to examine from other cooperative and non-profit housing groups in the metro area.

accustomed to easy access and egress, to and from the site. A general meeting with tenants on this issue produced evidence of a resounding willingness to put up with the inconvenience, if it were to result in a more secure and habitable place to live.

We would also recommend a general and significant upgrade of the ambient light levels in all outdoor public areas, and an examination of possible security measures in the underground parking, to further increase safety and security.

In order for this plan to be workable, WG members agreed that several critical elements must be attended to.

1. Management must initiate this sense of security. They must indicate to tenants and to the street that they mean business. A first step would be to articulate a set of policies on security, something which is sorely lacking but reportedly in the works. Once done, these policies and their consequences ought to be communicated to both staff and tenants through an educational effort[16].

2. Management must then convince tenants of their commitment to deal with the issue. The first and foremost way of doing this is to engage tenants in a discussion about security (which has already begun), to get their concerns and ideas on the table. Action should be taken without delay on contributing or related issues, such as is being done with complaints about derelict cars in the underground parking which were being used by the hookers and their customers.

3. Deal with tenant fears to get involved. These fears might be based on physical retaliation, on complaints leading to their being kicked out, or just a feeling that their involvement will make no difference anyway. Tenant education and participation will be critical to the success of any such security initiative.

A Tenant Review Board was proposed at the General Meeting of tenants, as a way to move the responsibility off the individual tenants, and to shoulder it more collectively. While careful attention must be paid to confidentiality, this seems to hold promise as a solution to the issues of fear, tenant involvement, and more responsive management action on evictions.

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[16] On many occasions, tenants expressed confusion over the process for dealing with complaints, security calls to officials, or the eviction process.

4. Outline a plan (for which we propose this as a start). From this plan[17], you would come to some clear agreement on the role expectations of all the stakeholders -- Cityhome staff, tenants, police, existing private security -- and undertake to make certain the necessary commitment and resources get deployed. A timeline will be very important so that the message does not get watered down, and commitment is maintained.

In conclusion, the security issue is as complex as it is extensive. The one critical element to gaining tenant participation and support for this effort is convincing them of Cityhome's commitment to act. This current security proposal does not differ in any significant way from the conclusions of an extensive 1987 security audit done for Cityhome which included DHCC as one of its locations. There is no evidence that it was implemented at DHCC. For obvious reasons, a repeat of such inaction must be avoided.

3.2 Resource Deficits

Generally-speaking, it is fair comment that DHCC suffers from an overall resource deficit. These shortcomings are visibly evident in the **physical** conditions at DHCC; in the **administrative** overload that spills into the hallways during the two hours daily that the office is open; in **the social/community-based** support system which is only minimally visible in what is probably Cityhome's most dependent population; and in the **financial resources** which are available to the development.

3.2.1 Physical Deficits

Some of the initial physical shortcomings at DHCC seem to be well known throughout Cityhome. More than one Cityhome employee complained about the problems with the original work done at DHCC, on both existing and new buildings. One senior manager was quoted as saying "People should be brought [to DHCC] to be shown how a project should not be built. We should tear it down and start over again."

While the Review in no way supports such drastic measures, there are certainly many areas where original workmanship and materials -- and in some cases the work of more recent contractors -- pose problems today. In the original work, such things as spalling bricks, water leaks around porches and windows, the

[17] Can the objective be defined in a simple statement? Crime Prevention specialist Hans Jewinski suggested a couple of examples to the Working Group: "Security is Everybody's Business" or "Security First". This might be something to work on with a tenant group.

previously mentioned garbage disposal system which is unsuitable particularly in the summer months, and the poor insulation which causes sound to travel easily between units and into common areas, are examples of common complaints. These complaints are often mentioned in relation to quality of life issues such as a lack of privacy, or the smell of rotting garbage which builds up in the warmer months.

In addition, complaints in some cases relate to safety, such as the following account from a mother of two:

> "My children's bedrooms are located on the second floor at the rear of our apartment. There is no fire exit from the second floor. With the problems we have experienced with the tenant across the hall [drinking, fighting, street people hanging around], the threat of fire is real and the fact that this building is very old, a fire would be disastrous.
>
> "So we sleep with a sledgehammer under the bed. If there's a fire, we're going out through the gyproc wall! We have no choice.

And she goes on to say:

> "The room our son sleeps in is very tiny. It contains only his crib and a small dresser, that is the entire size of his room. I find it hard to believe that Cityhome considers this a 'bedroom'.

One of the other areas often raised regarding physical shortcomings is the lack of recreational space for youth on site. This, too, is an issue which causes tensions between youth and older tenants, as the young people turn common pedestrian areas into play areas. This space restriction was foreseen in the original design, and the numbers of families were limited because of it. What was perhaps unforseen was the unwillingness of parents to allow their children to traverse the several blocks to organized recreation centres, due to the rough and threatening street activity. Some effort ought to be made to pursue the development of a small area for ball hockey and basketball.

A tenant complained:

> "For the younger children, there is only one small play area equipped with one slide and two swings, which was only installed in 1988 and is already unsafe. When a child is on a swing the entire structure rocks back and forth. If this structure comes out of the ground, it would collapse and cause serious

injury to small children."[18]

More common still are complaints about maintenance and housekeeping.

The shabby appearance of the buildings, and the lack of a regular painting schedule, were probably the most often-voiced shortcomings. People frequently mentioned their disgust at condoms and drug paraphernalia visible around the site. Much comment was made of cockroaches and mice, often with the blame being attached to some particular tenant's poorly kept unit. Some hallways and other common areas have not seen fresh paint in anyone's memory. Poor materials, no doors for closets and stinking carpets which were beyond cleaning, were other common complaints.

Many of these complaints were made by tenants who in the same breath voiced praise for the efforts of cleaning staff. This suggests that it is not so much an issue of effort, but rather of resources, scheduling and standards. According to staff, these resource shortages result in the Administration's inability to purchase the equipment normally required for a development this size, snow-removal being one such example.

3.2.2 Management/Administration Deficits

As we have already seen, the Dan Harrison Community Complex (DHCC) is the largest of all Cityhome's properties, with possibly the most dependent population. Presumably that is why it had a full-time manager for the first five or more years of its operation, until such time as the Cityhome portfolio demanded that the position be shared with other projects.

Earlier in Section 2 we mentioned how the inadequacy of the time allotted to the Property Manager[19] to spend on the project is most visible in the apparent lack of attention given to tenant requests. Indeed, for the two hours a day that the office is scheduled to be open, you often have a small group of people milling around outside the door, mostly tenants, often a member of cleaning staff with a question, or the other site-staff with a problem to be solved. The door seldom gets closed as people make their way in and out. There is literally no time to problem-solve except on the run. Obviously, the types of issues which we are

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[18]Property Management had not been informed about this, and plans to have it repaired soon. This case is a typical example, though, of tenants giving up on the system working in their interests, and just waiting until they can move out.

[19]Similar projects, such as the recently converted 254 unit housing cooperative at 85 Bleecker, have two full-time staff.

talking about in this Review have absolutely no chance of being discussed, let alone being resolved. This is firefighting.

On days when rents are paid, it goes from busy to impossible. The lack of a computer terminal on-site is unconscionable given the ease which it would bring to sorting out issues like arrears, of which there are many at DHCC. Rather than one trip to discuss a financial question with management, tenants must make at least two. And if the Property Manager is delayed for some reason or unable to come at all that day, tenants are more often than not left to stand and wait outside the locked office door, and to return the next time they are able.

So it should come as no surprise that Property Managers have a history of burnout at DHCC.

However, these are just the more visible signs of the problem. Other signs include unknown policies and procedures[20]; repeated complaints with the same responses time and time again (given the time constraints and pressures, there is little opportunity for "customizing" responses); waning staff morale as "can't do" becomes the immediate response to suggestions and staff initiative; staff anxiety about dealing with problem tenants, with the psychiatrically disabled, or with people who intrude onto DHCC property; failure to address the issue of language and cultural barriers; and a decade-long wait for response to glaring discrepancies in rent paid for similar-sized apartments.

A common complaint of a lesser stature than security, but illustrative of this problem of not having the time nor the tools to do the job properly, relates to tenants who, while not necessarily posing a threat to themselves or others, are a real nuisance. Several quick examples will suffice.

> "One woman's place was visited by the Health inspector who said it wasn't fit to live in. He told her she'd have to clean it up, but he never came back again. Her bathroom was covered with green mould. There's another guy who collects anything he can find on the streets. His place is just a tunnel...you can't even see the porch from the door. He must have 17 clocks going in the place. It's a fire hazard. It's hard to get anything done about it."

Another staff person described a unit which

> "...stinks so bad that if [the tenant] has the door open, we have to go to another floor until he closes it. It's cats. He lets them out and they spray

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[20]Requests for transfers are a good example of confusion, frustration and complaints. See Appendix 9.

> all over the halls. His apartment is unbelievable. We tell the Property Manager, he gets a notice to clean up, but it's just as bad a short time later, and nothing changes. There's no follow through."[21]

Obviously, over the longer-term, issues, when left to be dealt with on a purely crisis management basis, get out of hand to the point that they are an extensive crisis such as we see today with security.

Another more insidious outcome of this inattention to the business of running DHCC is that as things slide, tenant requests become demands, and then pleas. Eventually, they fall silent except for the most vocal who have learned how to "push the right buttons." What you then end up with is a population who no longer believe that they can make a difference, who no longer believe that they are listened to, and they lose commitment to make the place a good place to live. It is no longer a home, just a place to live, and then only until something better comes along.

It appears that many tenants have reached that point at DHCC.

The blame for this turn of events cannot all be laid at the feet of Property Management. As we have already noted, there are many resource shortcomings at DHCC, most not of their making. However, it seems obvious that the place will be impossible to turn around unless more time is allowed for managing and administering DHCC. Without it, neither staff morale nor tenant involvement will improve; without greater Property Management input and hands-on attention at DHCC, the initiatives and the process begun through this Review will not persist.

Working Group Initiative

Working Group members undertook discussions with various Cityhome staff on this issue, with several outcomes:

1. Most significantly, perhaps, there has been a commitment made to provide more time for the Property Manager to be on-site, the unit load for which she is responsible having been reduced by more than 40%, and the number of sites from five to three. Whether this allows her enough time to appropriately meet the management requirements at DHCC is to be seen. In addition, there are plans to add a clerical person to the site staff at month

[21] Management's response it that action is being taken, and followed up on. "However, there are many difficulties encountered in dealing with cases such as this. The time-consuming legal system, the reluctant Health Department. It takes endless hours. Where there is little follow through is probably in educating tenants and staff alike about what is needed to make the process work successfully. And again, this takes time, which staff don't have!"

end to assist with rent collection. Although no DHCC computer terminal is promised, there is consideration being given to the suggestion.

2. The long-awaited rent re-balancing (or restructuring) has been taken up once again, and recommendations for change are promised in the near future.

This represents the beginnings of an organizational response to the deficits within the purview of Property Management responsibility. We must also examine the social aspect of this issue.

3.2.3 Social Deficits

Just as one might reasonably expect Property Managers to concentrate primarily on efficiently meeting the physical and administrative requirements of their project, so is it equally necessary for a social housing landlord to regularly undertake a social audit of its tenant population, and ensure that the social needs of the tenant population are being met. This requirement was recognized in the June 20, 1989 Executive Committee Report which recommended the formation of the Tenant Services Section as an entity separate from Property Management. The shortfall being addressed at that time was identified as the lack of "...one focal point in the organization charged with the responsibility to stay 'tuned in' to tenant issues and needs."

One of the initial concerns which led to this current Review was a perception of troubles on the social side of the housing ledger. How were people getting by at DHCC? Was aging, economic dependence and single person households adding up to a looming crisis, or did the Corporation have things well in hand? How should we be dealing with this aging population? How can we ensure that they are getting the assistance they need in order to live at DHCC, or that they are able to move to more appropriate housing?

The earlier-presented demographic data showed the dependence of the population in numbers. A visit to the site shows it in human terms. There is always a collection of older adults standing around in the front lobby, smoking or just watching, shuffling to and fro, sometimes talking to themselves or to no one in particular, watching hookers or drug dealers ply their trade, waiting for the post office to deliver a delayed cheque.

A market tenant on the Working Group described his reaction to unresponded-to tenant needs.

> "I was raised to care for my neighbour. If my neighbour is not well all night, then I am not well. And the next day at work, I am not well either. I am often embarrassed to bring my friends here, so often you see people

lying drunk on the ground, or blocking access to the elevator."

An Operations staff suggested the need for

"...a social worker five hours a day. Tenant Relations Officers (TRO) have no time for it, nor are they trained for it really. We have handicapped, ex-psychiatric patients, elderly with no one to help them or direct them to agencies. They all come to our Property Manager with their problems.

And a cleaning staff member spoke from experience about the social needs of tenants.

"There should be social services to take care of people who can't care for themselves. Like Jane who needs someone to talk to, gets drinking and runs around the building nude. Or Pete who is lonely and handicapped. Why not have bingo? Who cares if only a couple of people go to it? They can use the social company.

"Since I've been here I've only seen the Community House open for a Christmas party. They could have recreation here. Make some of these people believe they are alive! It could be done with volunteers.

"Some of these people are so depressed, the only thing keeping them going is alcohol. They drink all their money away at the first of the month, and that's why some of them bring in the hookers. The hookers are intimidating the old guys. They are poor and vulnerable. In fact, there are five guys on the 2nd floor who rent their apartments out to hookers, and a couple on the fifth.

A range of other unmet social or health needs were described by professionals who on occasion work with specific tenants at DHCC. Isolation was identified as a real problem for disabled and aging tenants, particularly in the winter. Shopping, cashing cheques, taking medication...all of these normal day-to-day activities are made challenging by age or infirmity.

Required Response

There are three types of responses which seem called for:

1. Supportive housing - Ensuring services are available to tenants on a flexible and portable basis. While these services do seem to exist in the community, there is concern about their accessibility to DHCC clients. Some consideration for extended hours and greater flexibility was felt to be necessary.

2. Linking role - There appears to be a limited amount of staff or volunteer time currently available to play this linking and advocacy role between tenant and service provider.

3. Community-building - There is currently minimal attention and resources being directed towards building the community's capacity to respond to its own needs. The Tenants' Association used to play some limited role in this, but has increasingly let it go for lack of time and volunteers.

Working Group Initiative

The Working Group believes that a new staff role is called for which would concentrate on making the above response a reality. Such a function has been discussed with many Cityhome staff, including persons responsible for Tenant Services Section re-organization, and has formed the basis for the recommended creation of several new positions under that Branch to work across the portfolio. The new positions would focus on high-RGI and other distressed projects, working with on-site resources to make sustainable, positive improvements to the quality-of-life for tenants, staff and neighbours.

In addition to the role currently played by TROs, this role would have an enhanced focus on:

- organization-development initiatives, particularly for tenant organizations which are struggling with issues such as change, stability, membership, long-term effectiveness, etc.;
- education outreach for both staff and tenants, related to local-level issues and concerns, as well as personal development;
- involvement and full utilization of the community-based resources which, in the case of DHCC, are manifold;
- encouragement of a "teamwork" approach to resolving community issues, promoting non-crisis dialogue between the Tenant Relations Officer, Property Manager, site staff, Tenant Placement staff, clerical staff, the Tenants' Association, and the broader service community;
- assistance in redressing resource deficits, human and otherwise, in order to ensure that DHCC tenants have "safe, adequate and affordable" housing; and
- elements of crisis intervention, prevention, and conflict resolution.

As well, it is presumed that this role would require a high, up-front time commitment, which would diminish over time as sustainable structures and processes were put in place. Activities would be coordinated with the existing TRO who would eventually assume normal responsibilities for the project.

It is anticipated that such a role would contribute towards:

- reducing tenant and unit turnover;
- reducing site-staff turnover;
- reducing vandalism and enhance security through developing community spirit;
- reducing stress and anxiety at site-staff level;
- reducing misdirected demands on Property Manager's time, allowing more time to be put to pressing administrative or property matters;
- improving Cityhome image for tenants; and
- providing an opportunity to do preventive maintenance work with tenants, rather than firefighting.

There was considerable discussion within the Working Group of whether it was preferable to have such a role played from arm's length, that is to say, a more independent third party. This is a suggestion which might be considered by the Implementation Committee over the longer term. It should not, however, be allowed to delay planned action on this initiative.[22]

A second initiative saw the three major providers of mental health services in the area gathered together to discuss service provision and needs at DHCC. This resulted in a public meeting at DHCC on mental health, and the beginnings of collaborative planning for on-site programming.

3.2.4 Financial Deficits

Funding is always a problem at DHCC. It seems that when all other obstacles are cleared from the path of an initiative, the funding wall appears. This differs from most of the other Cityhome housing projects due to the guidelines of the NHA 15.1 Program under which it was constructed. As all the operating costs must be paid for out of rental revenues, there are much more serious limitations

[22]Numerous models were suggested for consideration by the Implementation Committee which might avoid the obvious conflicts which can be expected to surface as Cityhome staff become involved in advocacy work with tenants. Suggestions included the Moss Park model where a formal tripartite partnership has hired staff; hiring a community agency with joint Cityhome/Ministry of Housing monies; a closer linkage with Community Colleges specializing in community development curricula; and forcing the social service delivery network in the area to include DHCC more fully in its outreach.

on what can and can not be done, if you intend not to price the economic units out of the market. Thus, DHCC rents are set to reflect actual operating costs, rather than "market rent."

Despite the best efforts of the Tenants' Association and site staff to keep rents as low as possible[23], rents in all cases, other than for bachelor units, average above rents elsewhere in the Cityhome portfolio. And even in the case of the bachelor units, there are some which are higher than the Cityhome average.

Some of this financial predicament is due to the poor quality of materials and workmanship at the time of construction. Another problem, according to senior Cityhome Management, is that "the initial base rents were set too low, beginning in a period of high vacancy and low market rents," and the development never was able to adequately pay for itself. And a third reason relates to the heavy debt load on the properties, due to the mortgage having been reopened (and increased) on three separate occasions.

As noted earlier, this impacts on all aspects of life at DHCC, from painting, to fire alarms, closet doors, snow removal equipment and ambient lighting. Even the proposed program of cyclical maintenance -- which would go a long way towards following-up the long-term nuisance tenants who refuse or are unable to maintain their units -- is jeopardized at DHCC because of the problem of keeping to any realistic schedule of what needs to be done. Despite numerous attempts to regularize Modernization and Improvement at DHCC, the schedule is put aside due to financial shortfalls.

Working Group Initiative

One of the most significant pilot initiatives of the Working Group has been proposed to the General Manager and, if agreed to, will be put to the general tenant membership for their endorsement (see Appendix 10). This initiative would see a one year effort to move DHCC towards a fully-subsidized project, combined with an increase in the operating budget to reflect more reasonably the costs of upkeep. The critical part of this experiment in dealing with the financial problems at DHCC is to attempt to move from the high level of deep-subsidy tenants, to a greater balance between deep- and shallow-subsidy tenants, re-opening DHCC to the "working poor."

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[23] The Tenants' Association finds itself in the delicate position of fighting to reduce operating costs in order to keep the rents low, while at the same time arguing to get the place painted and kept up properly. As the subsidized tenants are not affected by rent increases, it is really on behalf of the market tenants that they are fighting. The rationale for this would be the value which the Tenants' Association places on maintaining a mixed-income community at DHCC. Interestingly, most market tenants do not participate in the Tenants' Association, nor do they come out to tenant general meetings.

One further aspect of this pilot is that during the course of its first year of operation, Cityhome would agree to pursue alternative funding arrangements for DHCC. This would be desirable so that we are not forced to pursue what are primarily financial objectives, through social engineering.

This initiative, and the discussion behind it, is more fully explored in Section 4.4, "Tenant Mix".

In addition, a one-time capital grant of $500,000 was received from the City during the course of this Review, for much-needed physical improvements at DHCC. While it was not an initiative of the Working Group, they examined ways to use the funds which would be in keeping with their orientation to involve tenants more fully at DHCC.

3.3 Image

To say that the Dan Harrison Community Complex has an image problem is really to understate the case.

In the first place, most people, perhaps even tenants, would not recognize DHCC by that name. They still call it Dundas Sherbourne. This goes for the Cityhome organization as well. Indeed, even the Tenants' Association has yet to change its name and style on its own letterhead.

Below this surface issue, there is the image which staff, tenants and the surrounding community have of the place. For Cityhome staff generally, it is in a many respects a self-fulfilling image, one which they probably associate with long hours, little visible improvement, a place to avoid, problem tenants, a sort of Cityhome Siberia where unfortunate staff get to "do their time" and then get out. It is self-fulfilling inasmuch as problem tenants are said to get "dumped" there (and most involved staff in private agree that this is not far from the reality) which is not surprising if the image of the place approximates an urban dumping ground. One might also expect that staff attitudes about who lives at the project would begin to influence how complaints are dealt with, how resources are distributed, how respect for privacy and confidentiality is handled, etc.

For many tenants, it is an image reinforced each time they have to deal with another stranger following behind them as they enter through the locked door to their building lobby, or come face-to-face with a hooker and her customer under their back porch, or are confronted with seemingly incurable conditions such as neighbour's noise, or stench, or worrisome "friends" from the street. Or they are reminded that this is a "home for crazy people" when someone forgets to take their medication, has a crisis in one of the common areas, and nobody quite knows what to do. Or they see an act of vandalism or disrespect for the place by another tenant and they wonder to themselves, "Why should I bother?

Who cares anyway?"

And for the community, particularly the service providers, the image of the place leads one to have certain expectations about what goes on there. When it happens, however unacceptable or even unthinkable elsewhere, it merely fulfils our expectations and we shake our heads, because to do anything about it seems too big and impossible a task.

Working Group Initiative

As a small step towards a large objective, the Working Group decided to stop using the name Dundas Sherbourne for the project, and to promote the use of its new name, Dan Harrison Community Complex. They have asked Cityhome to advise their staff of the change, and to promote the use of the "new" name. The Tenants' Association is going to move on having its name officially changed as well.

In addition to the other changes being proposed and worked on which will have a positive impact on image as well -- things like more staff time devoted to the project, improved project financing, a security effort which includes swift and decisive action on rowdy and disruptive tenants, and a closer look at who gets to move into DHCC -- there is a plan to involve tenants in a landscaping and painting initiative this summer. Part of the rationale for this is to extend the sense of ownership and responsibility at DHCC beyond the front door of the tenant's unit.

We believe that image will be improved by all of these efforts. But perhaps most important will be Cityhome's commitment and ability to involve tenants in finding solutions in the long-term, and on an on-going basis, to the challenges which will arise at DHCC.

3.4 Tenant Involvement

To better understand tenant involvement, it is probably good to imagine what that involvement is like in a setting other than social housing. That is, what kind of involvement is "normal' in any other housing situation where people are renting apartment units? Does everyone get involved in doing things together? Does everyone volunteer their time to an association? Under what conditions do they cooperate on initiatives? How do people end up getting things done?

The answers to these questions are instructive, if only to give us some benchmark expectations about tenants in social housing. For they should not under normal circumstances be any more involved than anyone else in their rented housing, be that rent subsidized or not. If they feel safe, adequately

housed and can afford the rent, then why get any more involved than society's norms would dictate?

People get involved when conditions warrant it. In housing, people might get involved most easily around maintenance issues, particularly where it has a direct impact on their unit. Some of the conditions under which people will get more involved -- get themselves organized -- are when they feel threatened, feel discriminated against or ignored, feel like they can have some impact on changing things for the better, are asked to do something which they feel they can handle, sense support and leadership, and have some control over the methods and outcomes. And they are likely to continue to be involved as long as these conditions do not change, or until the instigation is removed. The level of involvement will vary, and some people will not get involved under any circumstances.

However, it is probably safe to say that in most cases, tenants are happy to leave the financing, operation and modernization/upkeep of their housing to the landlord owners, as long as things are going well.

What is different about tenant involvement in social housing is the role and interests of the owner/managers, in this case Cityhome. For they have by definition an interest, implicit or explicit, in the social needs of their tenants. As well, in the case of Cityhome, they have a history of supporting tenant involvement in a variety of forms.

Tenant Involvement is a double-edged sword, however. While the social housing landlord is content to support tenant involvement when the sword is directed towards an issue on which tenants and landlord are on the same side, it is quite another story when the landlord feels as if it is supplying armaments to its adversary. Unfortunately, it is the adversarial side of the sword that seems to be overemphasized in the way the relationship between Cityhome tenants and some levels of the organization is often presented.

In fact, tenant involvement on-site at DHCC is quite the opposite side of the sword from adversarial. While it may not be particularly solid, properly angled or always used in the right way, it is beyond a doubt working with the same interests in mind, and in the same general direction, as Cityhome staff. This is generally the view of site staff and tenants alike.

In addition, tenant involvement at DHCC is indispensable to the maintenance of the quality of life at DHCC.

Existing Role

The tenants are "involved" largely through the actions, and at the invitation, of the Tenants' Association. It is neither broad-based nor is it overly-structured. Responsibility and decisions sit largely on the shoulders of one individual, who works with a small executive committee. An office is maintained on-site, and is open longer hours than the Property Management office.

Because of the relationship between the current Property Manager and the Tenants' Association President, there is a high degree of collaboration and information sharing which allows the project to work as well as it does. Many decisions are made in consultation between these two stakeholder groups, through their representatives. In many respects, it is a partnership of sorts. However, the basis for this relationship is personal rather than any formal sharing of responsibility (with the previously noted exceptions around showing and letting market units).

Working Group Initiative

If the Tenants' Association is to continue to play this role, or to play some enhanced role such as is being proposed here, then there needs to be some changes in the way tenants are viewed, in the resources made available to Cityhome staff to encourage and support this involvement, and generally in the manner in which successful tenant involvement is recognized and rewarded. Some suggestions are made about this in Section 4.

The Working Group itself might be regarded as the "pilot initiative" under this issue. Its members have worked collaboratively to put together what they believe to be a necessary and workable plan to which tenant involvement is central. To remove it from the plan would be to destroy the Plan's essence.

The overlap of many of the Working Group's members on the Implementation Committee will hopefully ensure that the thrust and intent of this initiative is maintained.

4. THE CHALLENGES

As described in Section 3, some initiatives have already begun in response to the issues articulated by the Working Group. We will conclude by focusing on the five challenges below, challenges that one might expect these departures to pose to the Cityhome organization over the short and medium term.

1. Tenants - Where do they fit in Cityhome's housing equation?
2. How do we build local-level capacity to assume greater responsibility?
3. How do we properly resource high RGI developments to avoid distress?
4. What is an appropriate tenant mix at DHCC, and what adjustments need to be made?
5. Keeping the process moving.

1. Tenants - Where do they fit in Cityhome's housing equation?

While Cityhome provides a 'roof' to more than thirteen thousand people, as well as many opportunities for tenants to participate in the 'housing process', there are several pieces missing in what one might expect would be a progressive and healthy relationship between landlord and tenant. During the course of the Review, many informants reflected on the existing relationship, primarily with regard to:

i) the way tenants are perceived and treated by Cityhome as an organization; and

ii) the nature of tenant involvement as it is now practised and encouraged.

Perception

In the first instance, senior Cityhome staff themselves describe the existence of a continuing low regard for tenants amongst some staff, a hold-over from days gone by, they say, but still prevalent. Where this perception exists, it may be based on the belief that social housing is a work of charity, rather than a service-oriented business. Other staff on the Working Group suggested that it is in part the outcome of staff being evaluated, not on the basis of how well the needs of tenants are being met, but rather on the state of buildings and operations. Whatever the case, this perception manifests itself in a seeming lack of respect for tenants and their concerns; in a perpetuation of the "them" and "us" distinctions; and the end result is less than full staff support for the view that 'serving the needs of tenants' or 'tenant satisfaction' ought to be their primary concern. On the contrary, tenants seem to be relegated to second or even third place, after buildings and general operational concerns.

This lower priority status is also reflected in the Cityhome administrative structure. The organization began as a housing development agency, then gradually became operations-focused. The Tenant Services Section was a latecomer, described by a senior staff person as "an afterthought" coming out of re-organizational efforts less than two years ago. It was initially staffed just to get going, and is in line for new human resources in order for it to become fully functional. In addition to new staffing requirements, work has to be done on clearly defining the TSS mission, and having that mission understood and supported by the rest of Cityhome staff.

Involvement

As described earlier, tenant involvement, while extensive, in most instances consists of activities which fall toward the "comment" or "input" end of the participation spectrum. In some cases, this is all the participation desirable in order to maintain safe, adequate and affordable conditions in a specific housing development. However, as the reader knows by now, that is not the situation today at DHCC, nor reportedly at numerous other high-risk Cityhome developments. The dilemma comes when a higher level of participation is required, and neither the Tenants' Association nor Cityhome have the human resources, skills or capacities to be able to meet the task.

If Cityhome wishes to develop a consistent, coherent and positive place for tenants in Cityhome's housing equation, the place to begin is with the formulation of policies based on an articulated set of beliefs and values related to tenant involvement. Otherwise, the old patterns of seeing (and treating) tenants as "nothing more than a pain in the butt" can be expected to continue to surface, causing mixed messages to be sent, and damaging hard-to-build trust and cooperation. Currently, such policies generally do not exist. And where they do, the actual position of Cityhome vis-a-vis tenant involvement is

unstated and/or unknown.

Furthermore, it is not enough just to create policies. There must also be meaningful corporate acknowledgement of the value placed on tenant involvement. The organization has to encourage and reward activities which are consistent with these policies, and to sanction activities which are inconsistent with them. This includes the expectation of a longer-than-normal time frame for concrete benefits to be realized for Cityhome, and the provision of staff time and skills to meet the challenges of building a stronger, more vital community at DHCC. If meaningful corporate support is not provided, the effort will be regarded as nothing beyond "more lipservice", and the energy wasted.

The rationale for enhanced, consistent tenant participation in management has been described above, as have the first steps which Cityhome must take internally to create a more conducive environment for such a change to take hold. The next challenge will be to enhance the capacity to act at the local level.

2. How do we build local-level capacity to assume greater responsibility?

By capacity-building, we refer to both the capacity of individuals to participate in an increasingly independent and cooperative manner, as well as to the community's capacity (resources and infrastructure) to respond to the expressed needs of the community. Local-level capacity building is a task which will require new staff/tenant roles to be considered. The new roles will not be implemented across the board, but rather, should be based on local realities. Increasingly, Cityhome staff and tenants should be enabled and encouraged to do things as required and defined locally. This could, in theory and over time, extend to all aspects of managing the portfolio, including responsibility for revenues and expenditures.

Some of the initial considerations for this capacity-building exercise are:

i) Higher-order decision-making decentralized - There is at times a reluctance or inability to make decisions at the local level. The source of this problem is not always clear, and ranges from lack of corporate directive, to a lack of resources, to a perception of possible negative political repercussions. This causes frustration and loss of morale for staff and tenants, and will retard any initiative to build local-level capacity to solve problems and prevent others from occurring. Reducing response time and increasing the relevance of <u>actions</u> to <u>issues</u> should be both a morale booster and a confidence and trust builder.

It will also tend to encourage tenants to focus on concrete, do-able activities at the local level, which provides a good training ground for involving a greater number of interested tenants in their community, as well as a context

for undertaking collaborative initiatives at a broader level with other housing bodies.

ii) Enhanced tenant resources - In order for tenants to be involved beyond a "commentary" role, and for these responsibilities to be met in an accountable manner, there must be a realistic and affordable resource commitment to the task. It is probably fair comment to say that Cityhome under-resourcing of tenant involvement has been a major contributor to numerous failed and frustrated initiatives, and subsequently to mistrust, suspicion and apathy on both sides of the staff/tenant relationship.

In the case of DHCC, there has historically been a tremendous personal commitment on the part of a small number of key tenants. Any further involvement -- indeed, even maintaining current commitments in the mid- to long-term -- will require additional resources. These might take the form of training in volunteer recruitment, working with volunteers, organization development and maintenance, teambuilding, running a meeting, etc.; honoraria; office operating costs; tenant common issues conferences, etc. Currently, there are many identified shortcomings at DHCC which could be overcome through a concerted effort to support tenant involvement.

iii) Development of community partnerships - Clearly, Cityhome does not wish to get into the business of social work or the delivery of social services. In addition, the area surrounding the DHCC is literally overflowing with social service agencies, some of which provide services to tenants of DHCC. On the other hand, it seems that Cityhome is willing to accept that, as a social housing provider having properties with high RGI levels, it must be a housing provider with social service interests.

As such, it is reasonable to expect Cityhome to assume a role which falls between that of a traditional landlord, and a social service agency. The challenge in this case is to facilitate linking tenant and community needs to the many community resources available and, in some cases, making people aware of the gaps.

iv) Issue identification - This has been referred to elsewhere as "a sensing mechanism for Cityhome" to better keep abreast of tenant issues and concerns. Again, this entails an infrastructure, however informal, to allow issues not only to be aired, but to be resolved.

The capacity to identify issues and to take appropriate action to resolve them should, as much as is feasible, be developed and supported locally. Staff resources and organizational encouragement seem to be two critical missing elements.

v) Staff training - Capacity implies ability to take action. In the course of this Review, numerous areas were identified in which staff training would be beneficial, ranging from dealing with tenants in crisis, to fire safety. With the type of changes being recommended, training should be made more of an on-going feature of staff capacity-building, and should include operations and policy content as well as education about attitudes, mental illness, etc.

vi) Teambuilding - Even with all these separate pieces in place, someone has to provide the leadership and encouragement for those pieces to work together. This may require a period of teambuilding, a process which has been encouraged by this Review, but which needs to be furthered and strengthened. New staff resources, and the continuation of the Working Group role, will help this happen.

Obviously, all of this raises questions about sharing resources and responsibilities between different levels of the organization, as well as between the organization, the tenants and the community. There is also a question about the costs to the organization of ensuring adequate local capacity.

3. Resources

Projects built under the 15.1 program are generally reported to be in some financial distress. DHCC in particular was constructed with low-grade materials in the first place: to make matters worse, it is chronically under-resourced which causes maintenance and general upkeep to be put off; its rents are above market levels, causing vacancies and revenue loss; its architectural design lends itself to out-of-sight activities in an area of Toronto known for street life involving drugs and prostitution; and it lacks basic equipment such as computer terminals for determining arrears, and must get by with deficient resources in items like outside lighting and snow removal equipment. This impacts negatively on health, safety and general quality-of-life on site, and causes frustration for staff and tenants.

In addition, the growth of Cityhome's portfolio has not been matched by growth in the kind of human resources required to maintain quality of physical and social life in high RGI developments like DHCC. It seems that as general, and in some cases dramatic, declines in the quality of life were witnessed in and around DHCC, staff resources were reduced to meet the growing need elsewhere in the portfolio. There is widespread agreement that this has had a negative effect on life at DHCC, and that more human resources are sorely needed. The challenge will be to find ways to properly resource DHCC so that the people for whom these housing units were constructed to house in the first place, can continue to be welcomed, and to live in safe, adequate and affordable housing.

While the move towards higher subsidy levels promises to respond to part of the identified resource dilemma at DHCC, there is a need to look beyond this as a panacea. Given the implications of this issue for other Cityhome properties, it should receive high priority attention from the Corporation in the coming year.

4. What is an appropriate tenant mix, and what adjustments need to be made?

The original proposal for the site recommended up to a 75% RGI tenant/25% market tenant mix. According to informants, this was done in order to better serve the needs of individuals in the area who had until that time depended on rooming houses, had little income, and wished to remain in the area. A policy exception was made at the time so that single tenants could be eligible for rent subsidies.

In the course of the Review, concern was expressed about Cityhome's ability to maintain the current mix, with pressures to go in both directions, i.e. reducing the DHCC population to only 50% RGI tenants, or going to a complete 100% RGI tenant population.

Lower RGI levels

In making the case for reducing RGI levels to 50%, the argument put forward is that the high RGI population at DHCC is transient, which means a loss of revenue as units turn over. However, while there is turnover, it does not appear to be disproportionately high in the RGI units. Indeed, the market units are a source of turnover much beyond their relative share of the DHCC units.

Another rationale advanced for reducing the RGI levels is that these increasingly dependent, aging tenants will not be able to continue to care for themselves, and that unless something is done to reduce these numbers, Cityhome will be facing a real dilemma in the coming years. This concern is a valid one, although this aging population will need to be cared for no matter where they go. Cityhome must ensure that some response is being prepared for this eventuality, either through linking appropriate services more closely with these tenants, or assisting them in a move to more appropriate housing where a higher level of care is available. However, if the option to move them to more appropriate quarters is pursued, this does not preclude other, more youthful RGI tenants taking their place.

Historically, the Tenant Association at DHCC has flirted with the idea of reduced RGI levels, but has rejected it on a number of occasions as they were concerned that the subsidized units would be lost, rather than moved elsewhere in the Cityhome portfolio.

And finally, there is the problem of fiscal viability. DHCC market rents are currently higher than market rents in the area, which is reflected in the high vacancy levels in market units. Having more market units will only increase the problem, unless something can be done to reduce costs (and thus reduce rents), or to increase revenues from some other source.

Higher RGI levels

The other position put forward is that DHCC ought to move towards 100% RGI. The primary rationale here seems to be that it would solve the fiscal difficulties which plague the development, both high and rising vacancies as well as deferred maintenance work which can be ignored no longer. Too, there seems to exist the attitude that DHCC is almost 100% RGI now, and why not go all the way?

Those who would argue against this position fear becoming "public housing", with all of the associated stigma and fewer positive role models. There is a concern that DHCC will continue to be a dumping ground, except that it will get even worse.

A response to this dilemma, and one which seems most likely to receive support from both staff and tenants, is that the mix be gradually changed so that there are fewer tenants in "deep core need", more "shallow core" tenants (for whom employment is likely one source of income), and virtually no market tenants. This would mean moving from current tenant levels of 68% "deep core" need to 50%; from a current "shallow core" needs level of 7%, towards 50%; and from current economic rent levels of 25% towards a small, residual category of economic renters.

The anticipated end result, however, would not see the income mix changed negatively. In fact, it is anticipated that the mix should move towards more balance, despite the loss of market renters, as the great majority of current tenants come from "deep core need" circumstances.

The Working Group has proposed that this be tried over the coming year, and be reviewed as to its impact before being continued. Consideration must be given to the *in situ* tenants, both market and RGI, and the issue closely examined as to what is best for Cityhome, and what is best for the tenants, both current and future.

5. Keeping the process moving

The Working Group and the Coordinating Committee have both discussed the desirability and challenge of keeping this process moving. They agreed that the

current initiatives must be maintained, and success ensured. Several things were seen to be critical to this:

1. An on-going Implementation Committee which would meet monthly to review progress. This might be considered the beginnings of a Local Management Committee to which increasing levels of responsibility are given, an 'interim' arrangement on the way to a more permanent structure. A measure of the success of the implementation of this Review would be to examine the types of decisions taken by this group at the end of a one year period. Are they "higher order" decisions which indicate increasing levels of management responsibility being moved to the local level, or have they not progressed from being advisory in nature?

2. This Committee should initially be chaired by someone who is not from either Operations or Tenant Services. Suggestions were made that it could be Policy and Research that keeps an eye on the progress of the initiative for the initial one year period. Alternatively, the Tenant Association or a community person could be approached, although it is absolutely critical that the Chair has credibility with all stakeholders, and the skills to maintain cooperative momentum.

3. Someone or some group within Cityhome has to be designated as being "most responsible" for this initiative. Without leadership, the initiative will be lost in the day-to-day operation of the organization. Included in this leadership role should be the responsibility to oversee the development and implementation of corporate policy regarding tenant involvement described in Challenge 1. Such policy is required as the basis for developments of this nature across the Cityhome portfolio. This work should not be expected to "fall out of" our efforts to involve tenants -- although much can and will be learned from these efforts -- but rather should be expected to lead the initiatives by defining the values, beliefs and "good practice" of tenant involvement.

4. The Committee will need some consistent administrative support. As mentioned above, tenant initiatives appear to have been fraught with resource shortcomings. Unless this effort is given the kind of organizational attention it requires, it will falter and die. Commitment to success must be demonstrated at all levels of the organization. This will be required from the start, so that the right message is sent to all staff and all participants that "This work is important to us."

5. Some training related to organizational development must be planned for the local level. Assistance available from City of Toronto Training and Development Branch should be utilized. Other organizations such as Parks and Recreation Department and community development

resources attached to colleges can also be utilized.

6. In order for sustainable developments to take place, staff resources at DHCC have to be enhanced, significantly in the short-term as infrastructure is developed, and reasonably over the longer term as roles are developed and activities increasingly undertaken through local initiative.

   The planned Re-org promises to bring new staff resources to Tenant Services. The Property Manager has had her unit load reduced by 40%, so as to allow more time for administering at DHCC. An on-site administrative person is also promised to assist around cheque time, and an on-site computer terminal, and absolute basic requirement, is also being discussed. The Implementation Committee should be expected to assume a greater role in the management of the project, and the human resources should be made available to them to do that.

There should be recognizable changes in the way things are done at DHCC in the short term. Results of discussions about security should be visible by the Fall if we are to maintain the momentum which this Review has begun. If tenants are not encouraged and supported in their attempts to improve their living environment, then they surely will not continue to participate. The tenant survey which was conducted with RGI tenants should be replicated in 1992 at the time of the on-site annual income review at DHCC. This would give all the stakeholders an indication of how issues and tenant perspectives on life at DHCC have changed.

The Implementation Committee's 'short-term' agenda should include:

1. Starting the security initiative, beginning with the physical installation of perimeter fencing; and clearly-stated, widely-known and enforced management policy on security.

2. Examining and initiating a Tenant Review Board, including the training required, selection procedures, and role.

3. Planning the promotion of the name Dan Harrison Community Complex.

4. Ensuring the planned, positive growth in the voluntary capacity of the Tenants' Association.

5. Supporting and ensuring Corporate, Tenant and Community follow-up on this Action Plan.

APPENDICES

Dan Harrison Community Complex Working Group

Ahmed Amin	tenant
Mike Anderson	Cityhome
Brian Bee	Cityhome
Lorraine (Schmidt) Copas	Cityhome
Donna Copegog	Canada Mortgage and Housing Corporation
Mary Crowe	Tenants' Association President
Gerrard Jones	Community Representative
David Kidd	Community Representative
Eldon MacDonald	tenant
Judith Marshall	tenant
Polly McLeod-Evans	Cityhome
Rick Pearson	Cityhome
Urban Prosper	Cityhome
Helen Rauenbusch	Cityhome
Eric Whist	Ministry of Housing
Patrick Flanagan	consultant/facilitator

KEY INFORMANT INTERVIEWS

Ahmed Amin	- tenant
Mike Anderson	- Cityhome
Brian Bee	- "
William Clarkin	- "
Mary Crowe	- Tenants' Association President
John Douey	- re-org consultant, Management Services
Polly McLeod Evans	- Cityhome
Martha Goodings	- Moss Park Community Development Initiative
Janet Howard	- lawyer, project origins
Margaret Kanabus	- Cityhome
Joan MacDonald	- "
Beverly Marshall	- "
William Michaelson	- urban planner
Urban Prosper	- Cityhome
Helen Rauenbusch	- "
John Schafter	- organization development consultant, City of Toronto
Mary Tate	- Ministry of Housing, Province of Ontario
Eric Whist	- "
Deborah Wright	- Canada Mortgage and Housing Corporation
Bob Yamashita	- Housing Department, City of Toronto

Appendix 2

Cityhome
William Clarkin
General Manager

112 Elizabeth Street
Toronto, Ontario
M5G 1P5

Rent Supplement Office
392- 7896

Dear Tenant:

Once a year, Cityhome is required to verify the income of all its tenants receiving rent assistance. I enclose an **"APPLICATION FOR RENT-GEARED-TO-INCOME ASSISTANCE"** and a **"DECLARATION OF ASSETS"** form which I ask you to complete, sign and return to the **Cityhome Site Office, 251 Sherbourne Street, Main Floor Lobby** from **February 27th - March 8th, 1991.** Our Office hours are: Monday, Wednesday and Friday **8:00 - 10:30 a.m.**, and Tuesday and Thursday **2:00 - 4:00 p.m.** In addition, on Thursday, **March 7th** we will be in the Office from **4:00 - 6:30 p.m.** This will enable us to review your assistance requirements. On the application form, please fill out your name, your Cityhome address and all of Section B.

In addition to this, we have included a sheet of 7 questions for you to tell us how you feel about living at Dundas/Sherbourne. This information will help us with the Dundas/Sherbourne Review which is being done over the next few months. The Review will look at ways to improve the quality of life here. Your opinion is very important!

Please fill out this sheet, and bring it with you when you return your forms to the office at 251 Sherbourne. If you have a few extra minutes, there will be someone there to talk to you more about it.

You are required to confirm the income of everyone who lives in your home. Please arrange to forward all the information checked off below.

The Deep Need Income Cut-offs are also classified by bedroom size. The following income cut-offs are to be used for targeting purposes.

TABLE A - 1990 HOUSEHOLD DEEP NEED INCOME CUT-OFFS

1 Bedroom	$12,108
2 Bedroom	$16,992
3 Bedroom	$22,236
4 Bedroom+	$27,312

TABLE B - 1990 SENIORS DEEP NEED INCOME CUT-OFFS

Single	$10,438
Couple	$17,323

NOTES: The 1 bedroom income cut-offs are to be used for bachelor units.

The Deep Need Income Cut-Offs are applicable to all market ares in Ontario.

In those geographic areas where the Deep Need Income Cut-off exceeds the CNIT, utilize the lower income value (i.e. CNIT) as the threshold value for core need as well as deep need.

IMPLEMENTATION

Existing Occupants

Based on the CNITs and Deep Need Income Cut-offs presented in this Newsletter, all existing occupants will be re-assessed for core need at the time of the occupant's next anniversary date.

New Occupants

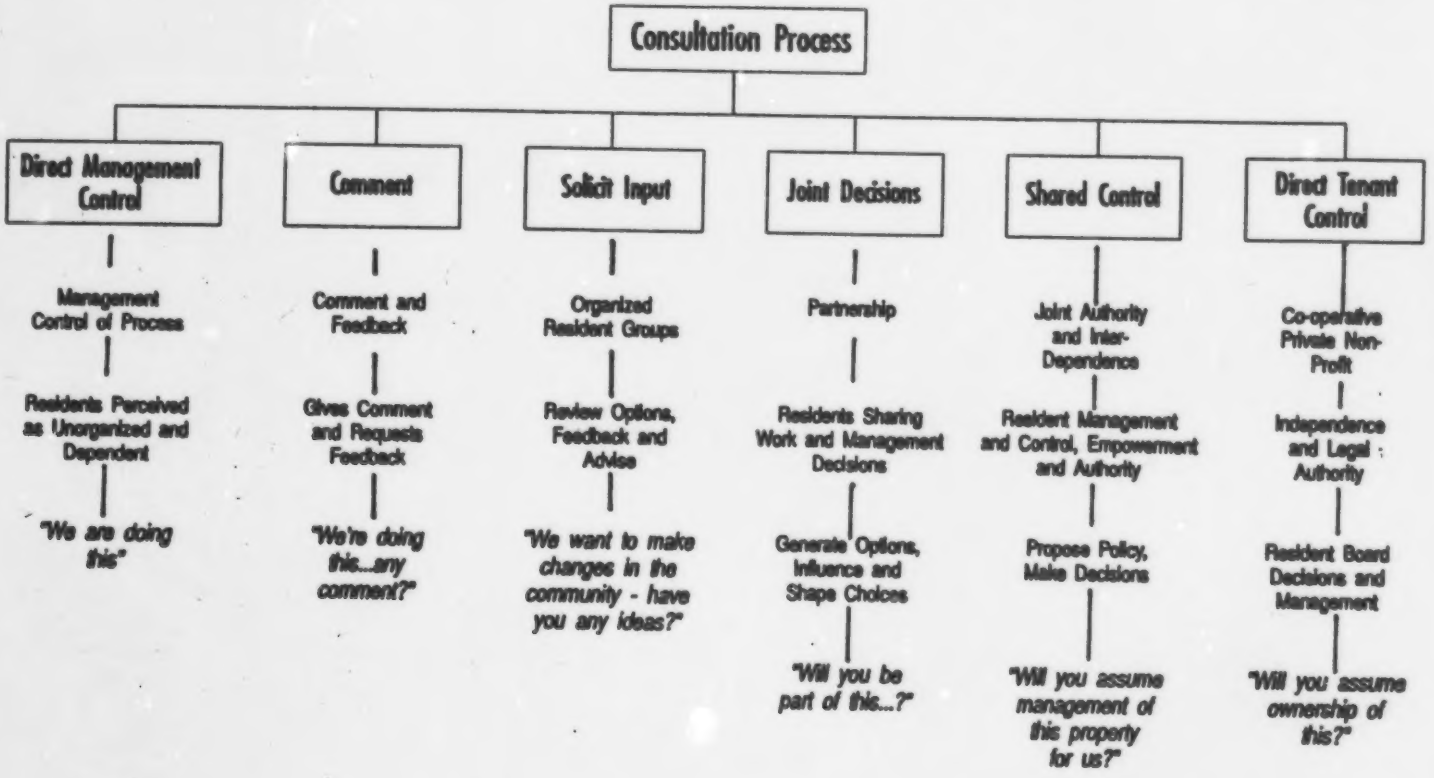
All new occupants are to be assessed for core need based on the CNITs and Deep Need Income Cut-offs presented in this Newsletter.

GEOGRAPHIC AREA	BEDROOM COUNT			
	1	2	3	4+
Area 3, Central				
CMAs				
Toronto	24000*	28000	35000	44000
Oshawa	22500	24500	32000	40500
CAs				
Barrie	22500	26000	32500	36500
Cobourg	20000	23000	26500	29500
Collingwood	18000	21000	24500	28500
Guelph	20000	23000	28000	32000*
Lindsay	19000	24000	27000	29500*
Midland	18500	22000	25000	28500
Orillia	19500	23000	27500	29500
Owen Sound	16500	20000	21000	28000
Peterborough	19500	24000	27000	30500
OTHERS				
Port Hope	20500	24000	27000	30000
Haliburton	17000	19000	22000	28500
Gravenhurst	18000	20500	23000	28500
Huntsville	19000	22500	24500	28500
Central Region excluding CMAs, CAs and Rural Areas	18500	22500	25500	30000
Rural-Markets	17000	19000	22000	28500

* raised to 1989 level

Appendix 4

Resident Participation Continuum


Consultation Process
Direct Management Control
Management Control of Process
Residents Perceived as Unorganized and Dependent
"We are doing this"
Comment
Comment and Feedback
Gives Comment and Requests Feedback
"We're doing this...any comment?"
Solicit Input
Organized Resident Groups
Review Options, Feedback and Advise
"We want to make changes in the community - have you any ideas?"
Joint Decisions
Partnership
Residents Sharing Work and Management Decisions
Generate Options, Influence and Shape Choices
"Will you be part of this...?"
Shared Control
Joint Authority and Inter-Dependence
Resident Management and Control, Empowerment and Authority
Propose Policy, Make Decisions
"Will you assume management of this property for us?"
Direct Tenant Control
Co-operative Private Non-Profit
Independence and Legal Authority
Resident Board Decisions and Management
"Will you assume ownership of this?"

Prepared by: T. Skelton, K. Thompson, J. Whitehead,
Community Services Program, MTHA

DUNDAS/SHERBOURNE REVIEW QUESTIONNAIRE

Apartment # ____

1. How many years have you lived at Dundas/Sherbourne?
   - __ less than 1 year
   - __ 1 - 3 years
   - __ 4 - 7 years
   - __ 8 or more years

2. How do you like living here?

1	2	3	4	5
I like it a lot	I like it	It's ok	I don't like it	I <u>really</u> don't like it

3. What do you like <u>best</u> about living here?

4. What <u>don't</u> you like about living here?

5. What don't you want changed at Dundas/Sherbourne?

6. Are you satisfied with your apartment?
   - __ yes
   - __ no (why not?)

7. Please complete the following sentence.

   "I would get more involved at Dundas/Sherbourne if...

Thank you!

Would you like to hear what other tenants have to say about life at Dundas/Sherbourne? Do you want to tell the group working on the Dundas/Sherbourne Review what needs to be done here to make things better? Why not come out to the ***Tenant Discussion Night*** *on* ***Tuesday, March 19,*** *7 p.m. at the Community House. Refreshments will be served. Bring a friend!*

Summary of Findings from the Survey of Tenants
Conducted: March 1991
Total Respondents: 171
Total Interviews Conducted: 106

Profile of the Survey Sample

o 171 RGI tenants were surveyed and of these 106, 62% were interviewed.

Distribution of Buildings

o Of those who responded the distribution was as follows"

241-247 Sherbourne Street	4%
251 Sherbourne Street	54%
257 Sherbourne Street	32%
259-285 Sherbourne Street	10%

Based on information taken from the Tenant Information System, the actual RGI mix for these buildings is:

241-247 Sherbourne Street	6%
251 Sherbourne Street	46%
257 Sherbourne Street	36%
259-285 Sherbourne Street	12%

Therefore, the survey was slightly over-represented by tenants from 251 Sherbourne Street, while slightly under-represented in the other buildings.

Age Distribution

Survey Respondents		Cityhome Data base for household heads	
21-30 yrs	6%	21-30 yrs	5%
31-40 yrs	10%	31-40 yrs	8%
41-50 yrs	14%	41-50 yrs	10%
51-64 yrs	42%	51-64 yrs	40%
65+ yrs	28%	65+ yrs	29%

Gender Distribution

Of those who responded to the survey 58% were males and 42% female. This is a relatively representative mix. According to the Cityhome data base the male/female distribution is 60/40.

Unit Size

According to the Cityhome data base the unit sizes are as follows:

Actual Distribution of Units by Size		Size Distribution by Survey Respondents	
studios	27%	studios	32%
rooms	6%	rooms	2%
bachelor units	22%	bachelor units	16%
junior 1 bdrm	2%	jr 1 bdrm	2%
1 bdrm	31%	1 bdrm	37%
2 bdrm	6%	2 bdrm	4%
3 bdrm	6%	3 bdrm	5%%
4 bdrm	2%	4 bdrm	1%

Family size

Actual Distribution According to Cityhome files		Survey Respondents
single person households	80% (283)	78%
two person households	13% (43)	15%
three person households	3% (3)	2%
four person households	2% (2)	3%
five person households	1% (1)	1%
six plus	1% (1)	1%

Missing information: 21 households

Length of Tenure

According to survey 73% of the tenants have lived at Dundas/Sherbourne for more than four years. This is comparable to the Cityhome data base figure of 71%.

FEELINGS ABOUT THE PROJECT

like a lot	18%
like	36%
its ok	31%
don't like	7%
really don't like	8%

What did they like best about the project

nothing	4%
location	34%
affordable	8%
apartment	8%
amenities	5%
neighbours	7%
privacy	11%
staff	6%
pets	1%
cleanliness	2%
quiet	10%
place to live	2%
other	2%

What do they like least about the project

blank	1%
nothing	11%
everything	1%
strangers	15%
lack of security	15%
nuisance	20%
dirty	3%
maintenance	4%
staff	1%
size	3%
drugs	6%
pets	1%
layout	3%
the area	12%
neighbours	2%

What would you not want changed?

staff	30%
rent	12%
apartment	7%
existing security	15%
flexible rules	5%
tenant type	2%
everything	10%
other	19%--summer trips, cable, rent subsidy,

Apartment

Although 81% indicated that they liked their apartment there were some concerns raised:

paint	16%
outstanding repairs	26%
noise	9%
size and adequacy	36%
stairs	7%
neighbours	2%
other	4%

More Tenant Involvement if

not interested	22%
no time	13%
poor health	19%
security related	6%
speak English	4%
something was done	1%
if asked	6%
other	29%

DAN HARRISON COMMUNITY COMPLEX MANAGEMENT POLICY AND PROCEDURES

Issue	Problem	Vision	Solution/Objective
Difficult Tenants (eviction) There are two types: 1. Trouble makers 2. Mental health/ special needs	Staff and tenants' association unsure and unable to deal effectively with problem tenants Tenants do not know eviction policy Lack of resources for tenant participation Failure to complain and follow through	Tenants and staff have a clear understanding of tenants' rights and responsibilities and of eviction process eviction policies are followed guaranteed anonymity	
Dumping of "hard" to house in DHCC	Percpetion of DHCC being a dumping ground for difficult tenants	the diversity of tenants is seen as a strength	review tenant placement practices profile tenants in news sheet better support on issues like mental health
Marketing Units	Fear of the area Perception of dumping Perception of 100% r.g.l.	DHCC is marketed and regarded as a good place to live	more aggressive marketing management lead in changing the image of DHCC

Appendix 7

DAN HARRISON COMMUNITY COMPLEX
MANAGEMENT POLICY AND
PROCEDURES (cont.)

Issue	Problem	Vision	Solution/Objective
Revenue loss	Units don't rent Underground parking not fully rented		reduce rents rent rebalancing will take care of some of the units make sure units are adequately prepared to view
High rent increases			reduce rents
Screening/Reviewing of Tenants	constrained by Human Rights Legislation not enough staff to screen	No need to "screen" Tenants know the rules and respect them.	check references and refuse those who have been given a poor reference by previous landlords bully out" drug dealers
Screening of Staff	though may not be bondable constrained by the same Human Rights Legislation	tenants and local housing staff have greater control over their environment; tenants actively and meaningfully participate in decision making.	staff must be bondable

DAN HARRISON COMMUNITY COMPLEX
MANAGEMENT POLICY AND
PROCEDURES (cont.)

Issue	Problem	Vision	Solution/Objective
Lack of Tenant Involvement	communication barriers (language, culture)		list of agencies to assist staff for people who speak different languages
	lack of understanding or appreciation of the tenants' association	a strong Association with good rapport with management to assist changes	volunteers
	one-sided communication		multi-lingual communication supplied at move-in
	the unknown Cityhome Board	tenants are encouraged and assisted in becoming involved in their community	real management support for tenant involvement
	social isolation		acknowledgement for volunteers for a job well-done.
	poverty		
	lack of interest in activities	tenants skills are developed as a by-product of their participation	offer community college courses
	lack of pride		access existing skills development programs
	lack of continuity and commitment		training for tenants on negotiating and mediating skills

DAN HARRISON COMMUNITY COMPLEX
MANAGEMENT POLICY AND
PROCEDURES (cont.)

Issue	Problem	Vision	Solution/Objective
Lack of Education and Training for Staff re: problem tenants	difficulty in dealing with problem tenants	staff have the knowledge and support necessary to deal with problem tenants	courses for staff including: crisis management, marketing advertising other course which staff identify a need for some courses should be mandatory to ensure participation meet with other housing players to share successful strategies
Lack of local input in policy and procedures	tenants and staff feel they don't have a say lack of tenant input into policy issues incongruous policies need for a local forum to express views	tenants and local housing staff have greater control over their environment; tenants actively and meaningfully participate in decision making	local management advisory board

SECURITY

Issue	Problem	Vision	Solution/Objective
Safety for tenants and site staff	tenants don't know what to do for safety	tenants feel secure; know what to do when problems arise; sense of control	tenant education about security, particularly about complaint and eviction procedures, and safety measures
	design makes it difficult to keep people out; access and openess of project makes safety an issue	access points are limited	redesign with access in mind
	site staff feel threatened	site staff knowledgeable and secure	site staff education prompt response to site staff security concerns
Security	security company's checks are "too" predictable	security and police respond promptly to calls from tenants and staff	clearer demands on Intelligarde and strict accountability
	patrols are not frequent enough		

SECURITY (cont.)

Issue	Problem	Vision	Solution/Objective
Vandalism	bored kids or adults outsiders	activities involving all ages; security can come from involvement	neighbourhood watch lock on elevator access from garage
Trespassers (police)	perceived as public space (design problem)	trespassers stay away more private and semi-private spaces	create more private and semi-private spaces possibly using landscaping
Prostitutes and Drug Addicts	threatening presence loitering taking advantage of vulnerable tenants	tenants feel proud and secure in the area	police, staff, tenant, security co-operation
Nuisance	buzzer noise	peaceful enjoyment of home	locked outer door after hours camera, music, extra lights soundproof walls; doors laundry room and garbage room doors locked late at night

SUPPORT SERVICE GAPS

Issue	Problem	Vision	Solution/Objective
Access to care for aging population	lack of knowledge of available services	immediate access to required services	link with other housing providers identification of vulnerable people use outside contacts
Kids, services and involvement	nothing to do for kids lack of communication about activities	quality playground space for children	use outside resources make better use of community house parent/child involvement money
Recreation		range of options for teens/tenants	identifying interests use community house tenant involvement in programs
Physically and Mentally Handicapped	identifying need identifying services general lack of understanding about mental health issues	sensitivity to needs of handicapped persons both physically and mentally immediate access to required services 100% accessibility friends can and do help	on site social worker tenant meeting on mental health issues neighbours list of available services in the tenants' assoc office staff/tenant education on mental health issues

SUPPORT SERVICE GAPS (cont.)

Issue	Problem	Vision	Solution/Objective
Diversity of Tenant Population and their Needs	co-ordination of service	awareness and availablity of services	identifying language and cultural needs
Service Hours	Social workers are not available; not accessible		
	lack of accessibility to services; or crisis intervention	appropriate service support close by or on-site	extended or flexible services
	tenants don't know what to do	ability to link with services as needs change	communication about what is available
	lack of communication re: availability of extended services (tenants don't know who to call)	a focussed comprehensive program	make programs more accessible
General Education Opportunities for Tenants	tenants are not aware of, or able to get education programs	tenants are aware and able to access programs	knowledge of available programs
			get current information
			use community house space i.e. English as Second Language classes (ESL)

PHYSICAL ENVIRONMENT

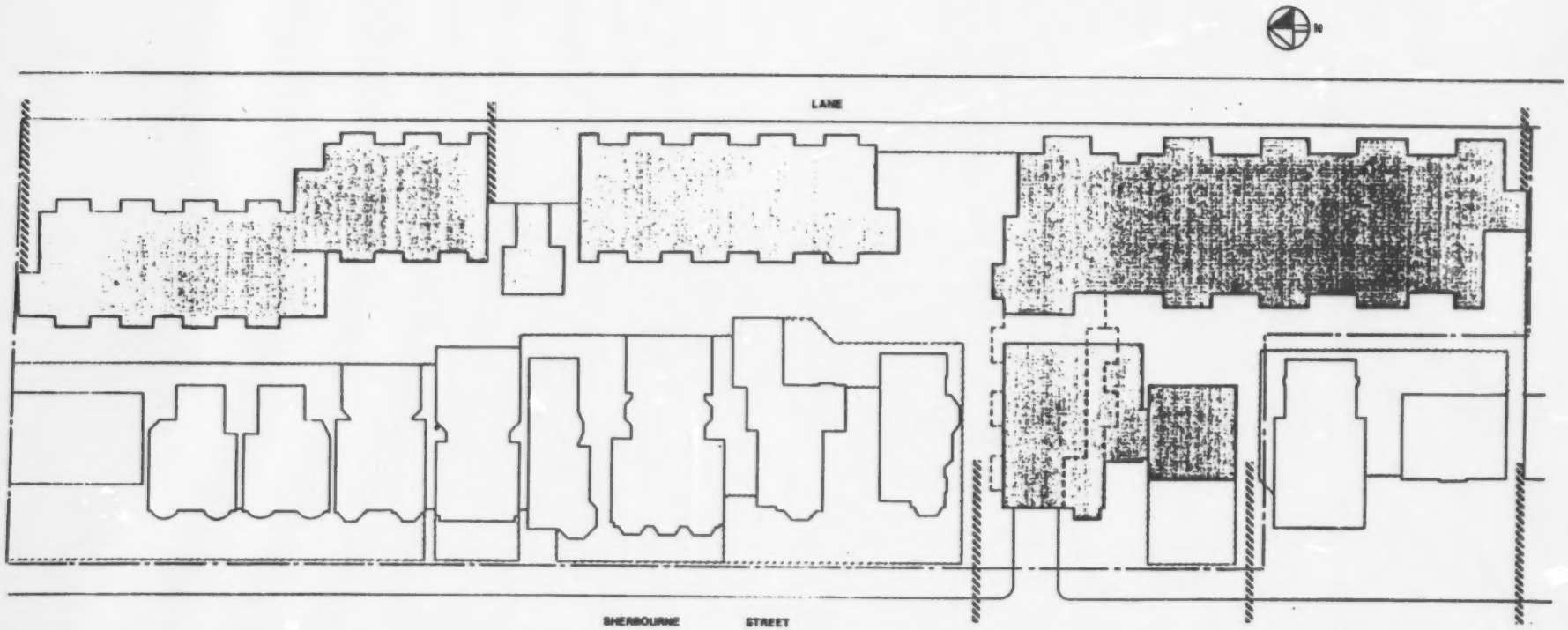
Issue	Problem	Vision	Solution/Objective
Garbage	garbage on the walkways	sense of pride	
	smell in the summer	no smell	regular cleaning of bins
	garbage thrown on the floor in the garbage room	no garbage on floor	education with pictures
			make sure there are adequate facilities
	outside garbage pails in walkway not emptied regularly	clean regularly	
	sense that staff can do the work	shared responsibility	site staff to promote tenant involvement in responsibility for site cleanliness
	no where to recycle	recycling program	tenant education space for containers
Lack of Privacy	no personal space	tenants have private space	add patio space
		re-open existing areas	
	conversations can be heard in the hall		sound proofing walls; doors; weatherproof
	lack of space for kids	supervision by parents of available space	convert garage to recreation area

PHYSICAL ENVIRONMENT (cont)

Issue	Problem	Vision	Solution/Objective
Quantity and Quality of Service	low quality paint	durable non-toxic products	specify higher quality
	lack of awareness re: rules for paint (4yrs)	cyclical maintenance plan regular inspections	
	preparation of vacant units; do not want tenants to feel they have moved in with all of past tenants	attractive units	prepare units so they look like new
	the quality of the workmanship from contractors has often been poor, although improving. This places additional demands on the propety manager (i.e. monitoring)	rigid specifications; highest quality	specify higher quality in contracts
			additional maintenance inspections to check all work
			feedback mechanism for purchasing and supply; minimum standards?
Physical Structure/ Environment	problems with security- too many hiding places	secure well kept site	alter building design to eliminate spaces
	poor lighting in the halls		improve lighting
	"shabby" appearance (worn carpets)		replace carpeting
	lack of space for kids to play		build space on top of building

STAFF/TENANT RELATIONS

Issue	Problem	Vision	Solution/Objective
Communication between Staff and Tenants	language barriers difficult to find people in the office	Tenants aware of and involved in policy and procedure discussions	communicate better to new tenants
Confidentiality	eviction notices no private time with property manager; line ups at the office	more privacy private access to staff tenants can make appointments	better eviction procedures and following them property manager on site longer; waiting room with private office
Senior Management Committment	service request forms not available	having a committed senior management	more attention to DHCC make information more available
Ways for staff to deal with tenants better	there are difficult tenants with unknown problems	sensitive trained staff	training on mental health issues good communication amongst staff
lack of access to staff	property manager only available maximum of 11 1/2 hours per week	extended hours for site staff beyond 9–5 pm	more access to staff more resources for DHCC extended hours also provide for better security
unknown Cityhome board	Board is not in touch with life at D/S	Senior management and Board "believe in DHCC"	Board and staff commit to positive marketing of DHCC; full time on site manager; extended hours for on–site staff; occasional Board meeting on site.



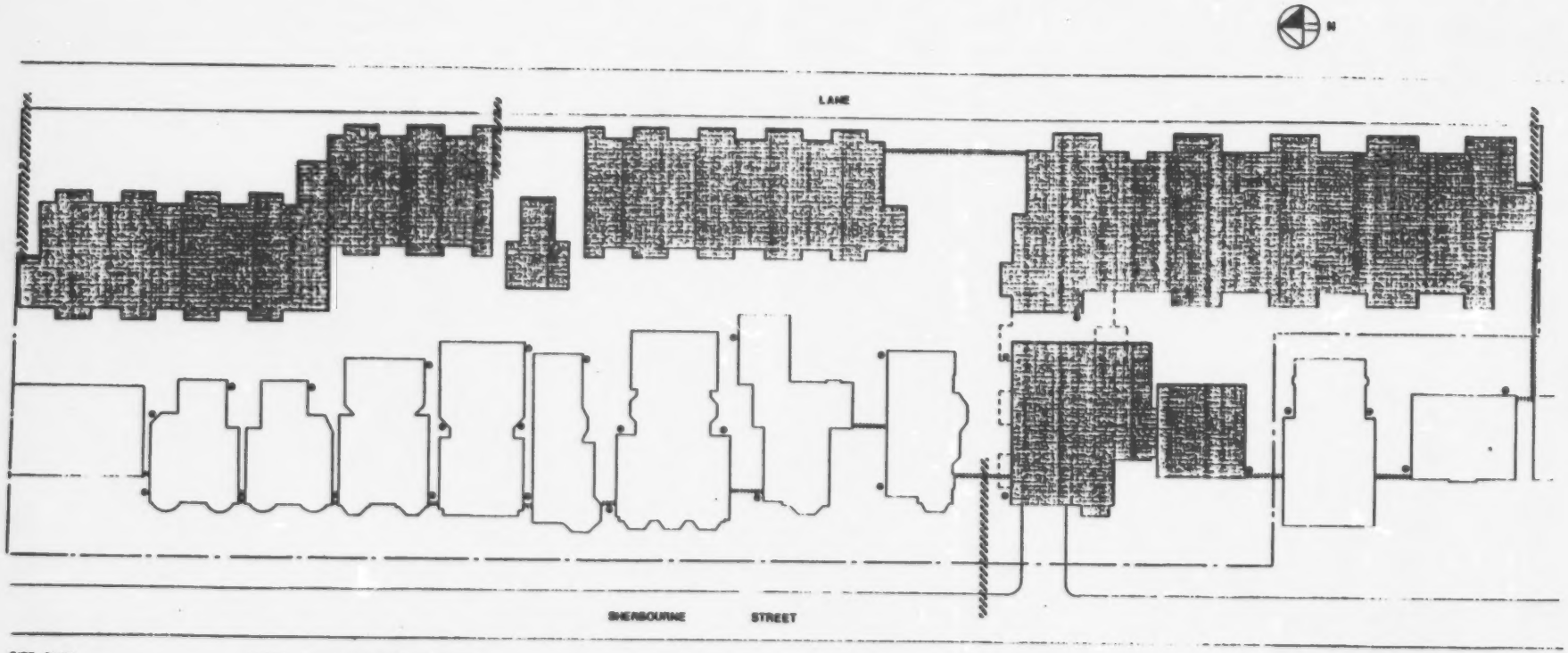
SITE PLAN

LEGEND HOUSING COMPLEX
EXISTING FENCING
PEDESTRIAN ENTRANCES

DAN HARRISON COMMUNITY COMPLEX
251 SHERBOURNE STREET

AS EXISTING

Appendix 8



SITE PLAN

LEGEND
- HOUSING COMPLEX
- SECURITY FENCING
- SECURITY LIGHTING
- PEDESTRIAN ENTRANCES
- SECONDARY ENTRANCE

DAN HARRISON COMMUNITY COMPLEX
751 SHERBOURNE STREET

AS PROPOSED

Josephine Kennedy MD.
377 Broadview Avenue
Toronto, Ont. M4K 2M7
416 - 461-6383

March 6th, 1991.

To Whom It May Concern:

Re:

Mr. has asked that I write in support of his need to move accommodation. His initial request to move was some 22 months ago, after his hospital discharge in May of '89. He was told he had to wait four (4) months, because he needed a one bedroom apartment. He has repeatedly been told "there's a waiting list". I have written several letters on his behalf to Cityhome, with no results to date.

I will outline why he needs to move.

1. Health Issues

He suffers from Emphysema
Hypertension
Ischemic heart disease
Diabetes
Blackouts
Glaucoma
Anxiety and Insomnia

2. He has been robbed four times.

3. He continuously fears for his health and safety.

He needs a high security building - 25 Elm St., or Asquith St. are preferred. He needs either a ground floor apartment or an elevator building and close to grocery and pharmacy stores.

His anxiety is increasing, and he is very distressed by his housing status.

Yours truly,

J. Kennedy, M. D.

JK/imp

William Clarkin
General Manager
Cityhome
20 Adelaide Street East
Toronto, Ontario

June 1, 1991

Dear Mr. Clarkin

This is to confirm matters discussed on May 16, 1991, with Patrick Flanagan, Mike Anderson, William Clarkin and Mary Crowe concerning loss of revenue at Dundas Sherbourne. I wish to reiterate the following points.

Rising vacancy rates is an ongoing problem at Dundas Sherbourne, causing loss of revenue. Part of the reason for vacancies is the higher than market rents, which in turn are caused by high operating and maintenance costs at the Dan Harrison Community Complex.

It has been proposed that a 50/50 split between deep and shallow subsidies be tried as an interim arrangement for one year at Dundas Sherbourne. This will give the "working poor" access to affordable housing at Dundas Sherbourne. I would be prepared to recommend this to the General Membership of the Tenants' Association, providing the following conditions are agreed to by Cityhome:

1. Tenants and community representatives are involved in the selection process, ensuring shallow subsidy tenants are being selected.

2. That in order to discourage people from applying to Dundas Sherbourne just to get into the subsidy system, then transferring out, that there be a minimum time period of two years that they would have to stay at Dundas Sherbourne.

3. That this be linked to the Implementation Plan of the current Review, including meeting requirements for additional staffing and maintenance resources at Dundas Sherbourne, and policy development around tenant involvement.

4. That during this one year pilot program, solutions to the chronic underlying financial problems at Dundas Sherbourne be examined with Canada Mortgage and Housing Corporation and with the Province, including examination of "enhanced management" and special capital and

operating project funding.

5. That tenant and community representatives continue to be involved in the budget review process.

6. That this pilot be evaluated after one year by a group of staff, tenants and community, with the assistance of outside expertise, after we've had an opportunity to reconsider what would be an ideal tenant mix in this community.

I hope this Review is a sign of renewed interest from Cityhome in building positive partnerships with tenants and community groups.

Mary Crowe

c.c. Michael Anderson
Brian Bee
Patrick Flanagan
Barbara Hall
Roger Hollander
Margaret Kanabus
Helen Rauenbusch

CANADA MORTGAGE AND HOUSING CORPORATION

MEMORANDUM

DATE: May 14, 1991

TO: Patrick Flanagan

FROM: Donna Copegog

SUBJECT: Dan Harrison Community Complex

The following are some observations I have made which are to a large degree based on a CMHC perspective of social/assisted housing generally.

1. Social housing is vehicle that provides for safe, adequate and affordable housing for persons of low income.

2. Safe adequate and affordable elements are not always present in public and private rental housing in relation to the tenants expectations surrounding these requirements.

3. There are subtle differences between "public" housing and non-profit housing which is for the most part related to the component of rent geared to income (RGI) which is present in the building/complex.

4. DHCC is <u>not</u> public housing. It was constructed under Section 15.1 of the National Housing Act which provides:

- Direct capital cost loan assistance to non-profit groups to increase the supply of low rental housing.

- Is sponsored by any community, provincial or municipal non-profit housing agency

- It is occupied by any moderate to low income household.

- Assistance to community or municipal non-profit organizations to 100% CMHC lending value of the project

- low interest rates with terms up to 50 years

- is eligible for Section 44 (1)(b) Rent Supplement and Residential Rehabilitation Assistance Program

Rent Supplement was created to assist low income tenants to acquire suitable housing. It is sponsored by provincial, municipal or public

housing agencies operating a public housing project. Occupancy is available to any lower income household. Assistance is based on a 50% federal contribution towards operating costs (rent subsidy) for the project life. The province provides the other 50%.

5. Project management should be approachable and responsive to the needs of the residents. They should ensure projects are secure, well maintained and clean. In addition, they should provide for open lines of communiciation between staff and tenants.

Tenants should be viewed by management as their eyes and ears. They are on site and are very close to the problems as they occur. If tenants are listened to and encouraged to communicate openly, it could mean the difference between a 'good' and 'bad' project.

6. If a sense of community is to be fostered, there needs to be some interaction with groups active in the community who share the concerns/problems that DHCC have experienced.

7. Tenants at DHCC have a greater ability to consider the complex "home" than tenants who live in 'public housing' because there are no outgoing incomes.

These comments are deliberately general as our view is not DHCC specific. I have however taken the time to go through the vision and solution exercise from our point of reference. I hope it will be useful to you. In addition, I have provided you with a listing of some of the tenant associations we have knowledge of. You may wish to discuss mutual issues with them.

Please call me if you would like to discuss this summary further.

I have thoroughly enjoyed the interaction within this group.

Donna M. Copegog
Special Projects Officer
Ontario Regional Office